

Implementation of Restructurization of Regional Apparatus Organization in Bulungan Regency East Kalimantan Province

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Abstract

Restructurization of Regional Apparatus Organisation is required as an effort to develop function of organisation to be more effective and efficient, and to acquire Regional Apparatus Organisation which fulfill the principle of "Less structure , more in function" need to consider factors which has quantitative and qualitative attributes. In the process of restrcturization of organization, it still has tendency to expand it by adding departments, sub-departments, and sections, and change it from the minimum pattern to maximum pattern. The situation has impacts on the level of effectivity and efficiency in the implementation of restrcturization process. The occurrence of hampering factors show that restrcturization of regional apparatus organisation as directed in Peraturan Pemerintah (Government Regulation) No 41 of Year 20017 shows the policy implementation is not only affect the complexity of transferring process of authority/affair that had been running, but also complexity in redistribution or replacement of employee to the new post which proved to become sources of ineffectivity in administering of regional government. So that it has been advised in the process of restrcturization organisation of regional apparatus should be executed based on the Analisis Jabatan (Anjab) or Position Analysis and Analisis Beban Kerja (ABK) or Work Load Analysis.

The research employed qualitative approach and take the location in Bulungan Regency, and has the objectives to investigate how the process, function, supporting factor and hampering factor in restructuring the organization of regional apparatus in Government of Bulungan Regency.

Keywords: organizational restrcturization, regional apparatus.

1. Introduction

Organizational restrcturization has an objective to develop the function of organization, to be more effective and efficient, so that it can be established healthy organization. Moekijat (1995), stated that the effective organization can be seen from the level of organizational objective achievement. Efficiency shows the utilization of resources to achieve those objectives. This statement is also in accordance to statement from Rondinelly (1990), which the public organization need to be administered efficiently, effectively, competitive, responsive and adaptive. That's way, the public organization need to have flexible structure and procedure, has much needed willingness and ability to develop itself, and able to adapt to the dynamic situation and uncertain environment.

Globally, the restrcturization of organisation of regional apparatus can be translated as an effort to increase the performance of local government as people servant and state servant by increasing the organization, managerial, and human resources of apparatus which able to fulfil the expectation of people and stake holders.

In implementing the restrcturization of regional apparatus organization, the Government of Bulungan Regency recently imposed Peraturan Daerah (Regional Regulation) Number 1 of Year 2002 about The Changes of Regional Regulation Number 8 of Year 2000. The regulation refers to and based on Government Regulation Number 84 of Year 2000 on Guidelines of Regional Apparatus Organization. Furthermore, the Central Government issued Government Regulation No. 8 of Year 2003 on Guideline on Regional Apparatus Organization which is followed by guidance in implementation by Joint Decision of Minister of Empowerment of State Apparature and Minister of Interior Affair Number 01/SKB/M.PAN/4/2003 and Number 8 of Year 2003 and Government Regulation Number 9 of Year 2003.

Restrcturization of governmental organization Bulungan Regency, either by establishment new organization, leaning of the old organization, merger or deletion of the old organization of local government to be in accordance with the need and ability lead to the publication of Regional Regulation Number 4 of Year 2008 on Establishment of Regional Secretariat's Organization of Bulungan Regency, because since the postponement

of imposing Perda (Regional Regulation) Number 1 of Year 2002 on Organizational Structure and Working Guideline of Regional Apparatus of Bulungan Regency, until now the restructurization still in progress to fulfil the regulation in Government Regulation Number 41 of Year 2007 and Minister of Interior Affair Number 57 of Year 2007 on Technical Guidelines for Restructurization of Regional Apparatus Organization.

Starting from this phenomena, then the problem statement for the research can be stated as follows (1) How is the restructuring process of regional apparatus organisation of Government of Bulungan Regency?; (2) How is the function and working guideline of regional apparatus organisation of Government of Bulungan Regency?; (3) What factors which hamper the restructuring process of regional apparatus organisation of Government of Bulungan Regency?; (4) How is the model of the restructuring process of regional apparatus organisation of Government of Bulungan Regency?

And the objectives of the research are to describe, analyse, and give comprehensive and in depth interpretation of (1) restructuring process of regional apparatus organisation of Government of Bulungan Regency; (2) function and working guideline of regional apparatus organisation of Government of Bulungan Regency; (3) factors which hamper the restructuring process of regional apparatus organisation of Government of Bulungan Regency; and (4) empirical model of restructuring process of regional apparatus organisation of Government of Bulungan Regency.

2. Literature Review

2.1 Administrative Reformation

Reformation of public administration is directed to the implementation of all functions of governance management which based on the need of increasing of the speed, effectivity and quality of service as demanded by people's advance and development challenge. Study on administration reformation is an important part in the development of the developing countries, away from the level of development or the speed of the growth and the direction of the development. According to Menurut Caiden (1991) the occurrence of the need of administration reformation as effect of changes in administration is identical with the efforts to increase the organization's efficiency and effectivity.

Zauhar (1996:47) saw the administration reformation is a pattern which show the increase of effectivity in utilization of available resources to achieve the objective as set before. Therefore in administration reformation, the attention is more given to the effort and not on the results alone. Internally, the objective of the reformation is to make perfect or increasing of the performance. And externally which correlated to the people is make adjustment to the administration system to the increasing of people's need.

Riggs (1986:94), saw the reformation from two sides, which are changes in structure and performance. Structurally, it is the utilization of structural differentiation as one of the way to measure. This opinion was based on the roles which become more specialists and the work division which is become more contrast and intensive in modern society. On performance, also give stresses on the measurement not only another performance or organization as a whole.

Wallis (1989) stated that the reformation in administration has three aspects, in which the reformation should be an improvement of the conditions before, the reformation is achieved by an effort in purposed and not a accidental one, the improvement is attributed to long term and not temporarily. In different perspective, Katz (1987) did more sophisticated analysis on the condition of administration in developing countries and revealed that improvement effort of governmental bureaucracy performance should consist of the response of resources and effectivity in giving the service.

Administration reformation is a purportedly effort and planned one to improve institution and improvement of behaviour of the people involved in. Zauhar (1996) had opinion that the objective of the administrative reformation is a perfection of structure, methods and performance which include of perfection of structure, methods and performance improvement.

2.2 Organizational Restructurization

In relation to the advance of management science as noted by Savage (Sedarmayanti, 1999), the demand for restructurization could be said as implementation of fifth generation of mangement, in which mangement based on dynamic teaming, knowledge networking, cross border or out of board, and also virtual enterprises. There are two meaning of restructurization which is: (1) There is a positive political will from the government to always

create the good government and especially able to give kontribution to development funding, (2) Restructurization is not only imposed on the changing of organizational structure but also include the wider aspect such as legal status, organization and finance.

Obolensky (1996) explained that restrukturization is an activity done by organization to change the process and internal control from one traditional vertical functional hierarchy to the horizontal slim structure, cross functional based on the cooperation team which focussed on the process which make the organization more comfort. In this thing, the organization is restructured to be open management organization, which is one responsive and adaptive to the changes, and support the operational rapidity, has high flexibility, able to imposed control and increase of accountability.

2.2.1. Institutional Evaluation as starting step in restructurizing of organization

Normatively, evaluation of local government institution can be conducted on Government Regulation No. 8 of Year 2003 on The Guidelines of Regional Apparatus Organization which ruled on amount of the institution, board, and technical institution and sub-structures which become integral part related to Regional Apparatus.

Some of the things need to be concerned of in restructurization of organization, are:

- a. Operational role of each organization which need to develop its core competence to secure it strategic advantage.
- b. Activities flow and process consisted of many functional processes, as Human Resources, Financial and the others in which the activity processes were restricted inside organizational unit only. It also contains some of cross functional process with the widening process and the interaction may occur beyond organizational unit
- c. Human resources in which organization of Human Resources was categorized into the group of managerial job, professional and executor.

Adaptation may be conducted thru two choices, which change the internal of organization or change the external environment conditions.

2.2.2. Baseline for consideration of Restructurization of regional government organization

There are several things which could be used as the baseline for consideration to conduct restructurization of regional government organization, which consists of three aspects, which is: legal aspect, empirical need aspect and academic aspect.

Legally, restructurization oh regional government organization was based on Undang-undang (UU) or Law No. 32 of Year 2004 on Local Government. In the regional authority aspect, PP No. 25 of Year 2000 dan Kepmendagri (Decision of Minister of Internal Affair) No. 130-67/2002 which was followed by PP No. 38 of Year 2007 and PP No. 41 of Year 2007. The change in the authority was regulated in PP No. 38 of Year 2007 on The Division of Governance Affair between Central Government, Provincial Government and Government of Regency/Municipality.

Empirical need aspect is a consequence of dynamicalization of development which was occurs in the society in line with increasing of all demand of need. The need which recently become the part of society live style are the need of available of better public service, either from qualitative and quantitative term, the need for information and communication, and other need which is always developed from day to day. By occurrence of new need and the development of the need which already exist, the government need to facilitate and govern the supply of the need in to manage it need a governmental institution.

From the academic aspect, the development of governance paradigm in developed countries which in recent time start to left behind the governance concept or bureaucracy developed by Max Weber, which stressed on the concept of governance administration which mechanistic and rigid or more known as ideal type (Peter M. Blau & Marshall W. Meyer, 2000:23). The concept was then also known as feudalistic bureaucracy or traditional which is bureaucracy which has tendency to implement centralization in governance implementation.

3. Research Methods

The research was conducted in the region of Bulungan Regency, East Kalimantan Province. The site of the research was Regional Secretariat Office of Bulungan Regency. The research was conducted by using informants, the events, and written document. Data collection was conducted by observation, interview and document tracing.

The data analysis process followed Interactive data Analysis Model from Miles and Hubberman (1992). Data analysis consists of three components, which were: data reduction, data presentation and drawing conclusion.

4. Results of the Research and Discussion

4.1. Kebijakan Dalam Restrukturisasi Organisasi Perangkat Daerah Kabupaten Bulungan

The Government of Bulungan Regency has been issued 3 (three) Keputusan Bupati (Regent Decision) to support the restructurization of regional apparatus organization goes well, which is:

1. Keputusan Bupati Bulungan No.72/K-I/180/2012 on Formation of Legislation Program Team in the Scope of Government of Bulungan Regency Fiscal Year 2012.
2. Keputusan Bupati Bulungan No. 73/K-I/180/2012 on Formation of Preparing Team on Pre-draft of Regional Regulation in Fiscal Year 2012.
3. Keputusan Bupati Bulungan No. 74/K-I/180/2012 on Formation of Reviewer Team on Draft of Regional Regulation and Regent Regulation in Fiscal Year 2012.

There are 4 (four) new institution as product of restructurization of regional apparatus organization which were formed by objectives to adapt with service need, which are (a) Regional Finance Management Affair; (b) Planned Family and Wealthy Family Affair; (c) Integrated Service Affair; and (d) Women Empowerment Affair.

Comparing with regional apparatus organization as products from first restructurization, by Perda No.18 of Year 2008 and Perda No.19 of Year 2008 and regional apparatus organization as products of restructurization as means by Perda No. 01 Tahun 2012 on Organization and Working Guidelines Regional Development Planning Board, Inspectorate and Regional Technical Institution of Bulungan Regency, it can be drawn that Regional Apparatus Organization as means in Perda No.01 of Year 2012 was considered more effective and efficient from quantity and quality aspects and also quality of job implementation. Looking from the aspect of quantity, Regional Apparatus Organization which was formed by means of Perda No.18 and No.19 consisted of 4 (four) Regional Apparatus Organization (One Agency and two Regional Technical Institutions), so that in Perda No.01 of Year 2012 were restructurized to 3 (three) Regional Technical Institutions. The changes quantitatively have an impact on effectivity and efficiency of personnel number and budget. Meanwhile, qualitatively it has impact on effectivity and efficiency of public service.

4.2. Function and Working Procedure of Regional Apparatus Organization of Bulungan Regency

There are 4 (four) new institutions as results of restructurization of Regional Apparatus Organization which has responsibility to handle 4 (four) kind of affair, which are: (a) Regional Financial Management Affair; (b) Family Planning and Family Welfare Affair; (c) Integrated Service Affair; and (d) Women Empowerment Affair. These four affairs in the establishment of the new institution are relatively complying with the consideration to fit into the much needed service. This is inherent with the demand to give attention in restructurization process, in which consider the factors of need and regional potent.

4.3. Supporting and hampering factors in restructurization of regional apparatus organization

Some of the supporting and hampering factors in restructurization of regional apparatus organization was come from Institution Formation Team OPD (Regional Apparatus Organization), SKPD (Working Unit of Regional Apparatus), DPRD (Regional People Representative Board), and from regulation issued by Central Government. Several hampering factors shows that the policy of institutional restructurization as means by PP 41/2007 have been bring serious implication on several factors, combine with short transitional time so that the policy implementation is not only give the complexity to the process of transfer of authority/affair which already running, also the complexity in redistribution or placement of employee to the new posts which proved to be vulnerable to become source of ineffectivity on the governance of local government.

4.4. Implementation of restructurization of regional apparatus organization

There are some weaknesses in empirical model of implementation of restructurization of regional apparatus organization of Bulungan Regency, which are:

1. Job analysis (Anjab) and Work Load Analysis (ABK) to define the scope of OPD (Regional Apparatus Organization) which need to be restructurized were not conducted.
2. There was no coordination forum to share the perception between SKPD (Working Unit of Regional

Apparatus) in the internal of Local Government and also between Local Government and DPRD (Regional People Representative Board) so that multi interpretation of the imposing law (PP 41/2007) is occurred.

3. There was no involvement of experts or consultant to design the organization, so that design of organization was not comply with the required scientific platform.

Nevertheless, eventhough there are some weakness, empirical model has some kelebihan which are:

1. The academic analysis to support the restructurization has been conducted.
2. The Inventory List of Problems already has been made which can be made for platform in defining of the scope of organization.
3. Several analysis to support the restructurization process has been conducted, which were analysis of need, analysis of the number of OPD (Regional Apparatus Organization), and analysis of cost-benefit.

The empirical model can be depicted in Figure 1 below:

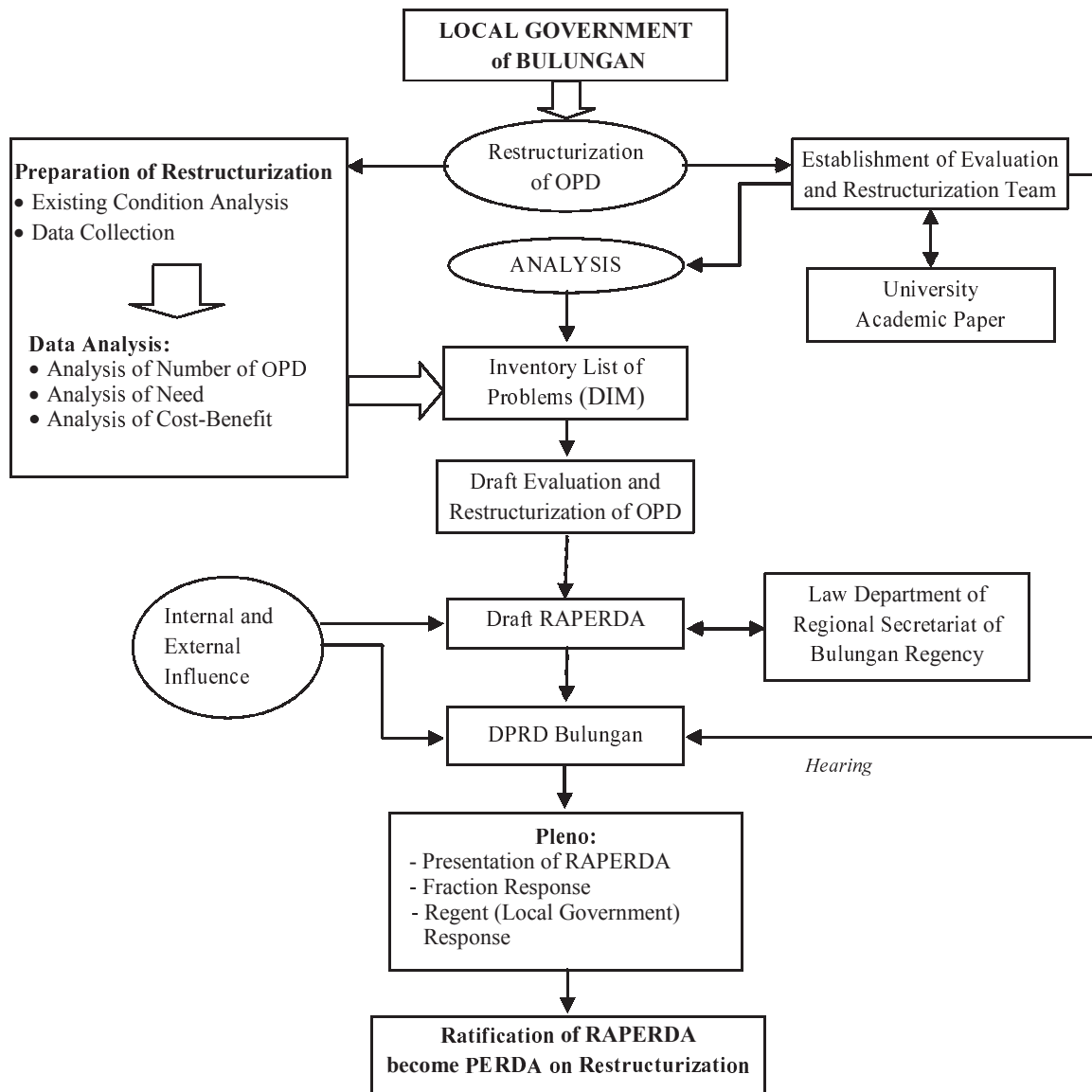


Figure 1: Empirical Model of Implementation of Restructurization of OPD

Note RAPERDA : Draft of Regional Regulation OPD : Regional Apparatus Organization
 PERDA : Regional Regulation

To tackle the weakness of empirical model in implementation of restructuring of regional apparatus organization, researcher recommends the more suitable model to achieve effectivity and efficiency of restructuring of regional apparatus organization in Bulungan Regency as follows:

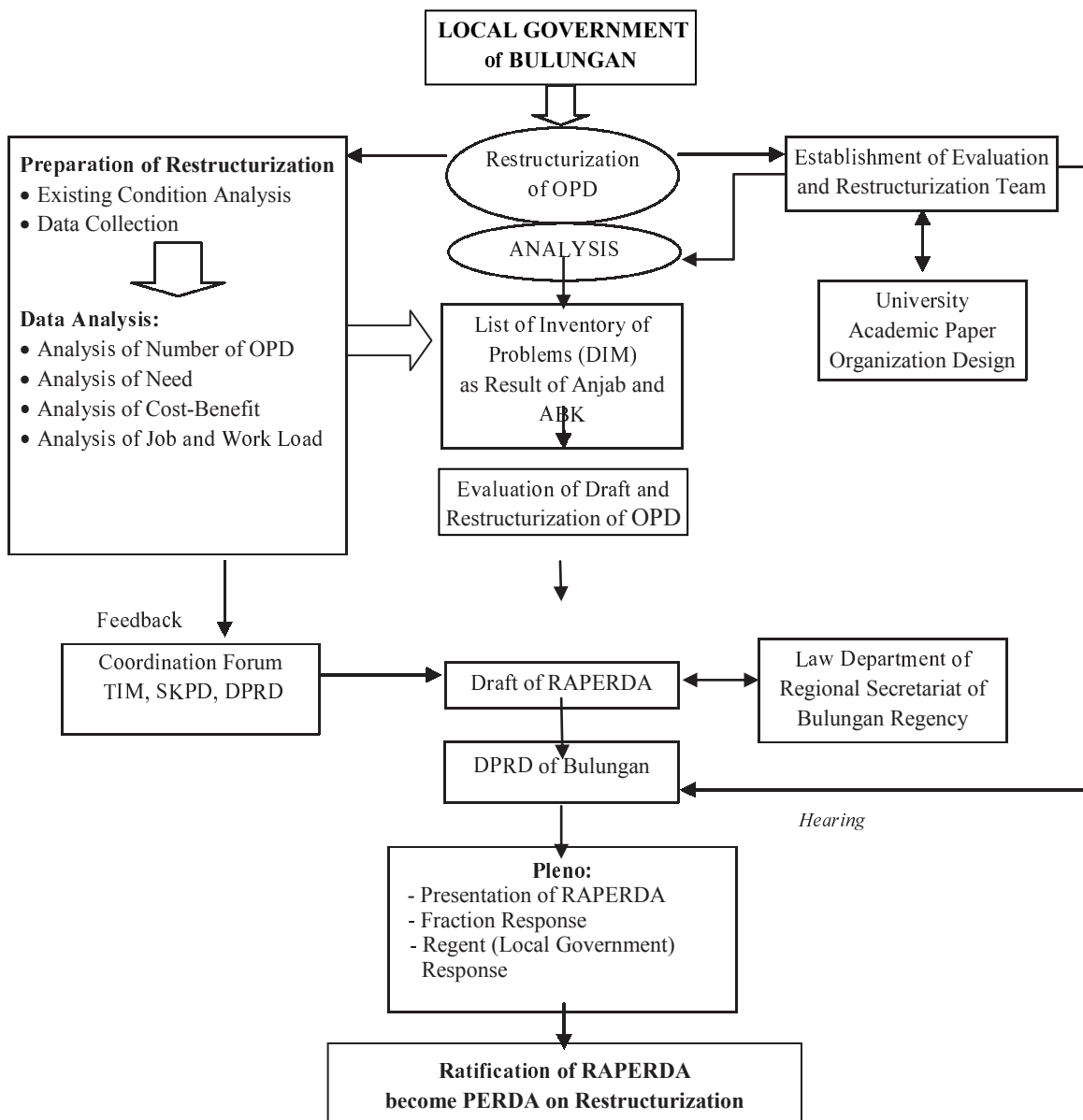


Figure 2: Model Rekomendasi Pelaksanaan Restrukturisasi OPD

Note TIM : The Team of Restructurization Anjab : Job Analysis
 SKPD : Working Unit of Regional Apparatus ABK : Work Load Analysis

It was hoped by establishment of communication forum between TIM, SKPD and DPRD, several available analysis can serve as feedback which is recommended and coordinated to prepare draft of RAPERDA so that the same perception between SKPD in the internal of Local Government and between Local Government and DPRD so that multi interpretation of law (PP 41/2007) will not occur anymore.

5. Conclusion and Advice

5.1. Conclusion

1. The implementation of restructuring process has been considering 9 (nine) aspects, which is (1) legal aspect; (2) empirical need aspect; (3) academic aspect; (4) authority aspect; (5) human resources aspect; (6) financial aspect; (7) technological aspect; (8) the need of service aspect; and (9) regional strategic aspect. If one of the aspects is negated in the implementation, then it's very like the established regional apparatus organization will not fulfil the characteristic of modern organization which is: speed, flexibility, integration,

- dan innovation.
2. Function and work procedure of restructured organization has been met with suitability criteria with the need of service, and effectivity and efficiency criteria. But, in the process of restructurization it still can be found the tendency of SKPD to expand itself by adding sub-department or section, and change from minimum pattern to maximum pattern.
 3. The occurrence of hampering factors in restructurization process of regional apparatus organization shows that the policy of restructurization of regional apparatus organization by PP 41/2007 has been bring serious implication on many thing, together with the short transition periods, so that it is not only causing complexity in the process of transferring authority/affair which already running, but also the complexity in redistribution or replacing of employee the their new posts which prove to be vulnerable to be the source of ineffectivity on the governance of local government.
 4. The weaknesses that still occur in the implementation of restructurization of regional apparatus organization can be minimized by applying of recommended model.

5.2. Advice

1. To overcome the obstacle in preparing structural job and real functional job needed by SKPD, in the restructurization of regional apparatus organization should be conducted based on the result of Job Analysis and Work Load Analysis.
2. To deal with the short time problem, the restructurization of regional apparatus organization need to be prepared as soon as possible and conducted as stages already set up. The process is advised to be conducted in 1.5 years in minimum.
3. Phase of organization design in conducting the restructurization of regional apparatus need to executed by considering the theoretical fundamental and scientific platform, so that it strongly advise to involve the management consultant.
4. It need to increase the level of understanding of regional government apparatus by socializing and give short course on restructurization of OPD, so that the better understanding to the performance or the function which become domain of SKPD; so that it can reduce the occurrence of sectoral ego in the process of restructurization.
5. Need to emulate perception between the executive (Organisation Establishment Team) and the legislative (DPRD) in putting of authority in each Satuan Kerja Perangkat Daerah (SKPD) in accordance with the guidance of Local Government Authority as regulated in Government Regulation Number 25 Year 2000; so that the process of restructurization is not hampered by unnecessary lobbies, conducted by SKPD which want to "expand" itself.

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