

Reforming Government Organization: Building A Responsive Government Bureaucracy at Kabupaten Subang

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ABSTRACT

Bureaucratic reform, both in the central and regional governments, is a necessity in the effort to comprehend good governance. Bureaucratic reform on the regional government level focuses on creating an efficient, effective, rational and proportional organization that in line with the region needs and capabilities. The organizational assembly on regional government as an institution, conducive organizational task load and structure shifting demands an adjustment in the region government institution through a rational and objective regional organizational apparatus, precise functions and measures of the subtleties and capability owned by each region. This research used descriptive qualitative approach, where an analysis on the organizations of current regional government condition and future needs was conducted. Literature study and Focus Group Discussion (FGD) with policymakers in Kabupaten Subang (Subang Regency) were used to collect data. The research disclosed the need for institutional structuring of regional apparatus organizations in the form of rationalization or pattern restructuring, from "maximal" into "medium" one, through either merger or elimination, both implicated in the reduced number of regional organizational apparatus, especially in Regional office, the escalating regional technical institution as a forefront in development and community service in Kabupaten Subang, developing existing functional office, expanding the decentralization of authority in the district also need to be a consideration to be adjusted, based on the characteristics of diverse geographical and demographic. Therefore, not all sub-districts implement the exact authority and the major factor in determining organizational assembly, but also they prioritize vision, mission and the role of regional government as the orientation.

Keywords: *Bureaucratic reform, good governance, institutional arrangement, local governance organizations, rationalization and restructuring*

1. INTRODUCTION

The institutional assembly of regional government organizations is a logical consequence of a change in decentralization policy as a normative foundation for the changes in governance in the region, including in the case of change of authority either in the central government, provincial government, and regency/city government. With the changing authority, it will implicate the change in the task burden and the structure of organizational authority implementation that in turn demands the implementation of institutional governance in the area through the organization of rational and objective regional device organizations in accordance with the dynamics and the potential owned by each region.

The preparation of the ideal regional device organization and in accordance with the dynamic and responsive nature of the era and the increasingly diverse

community demands can be done through initial efforts by evaluating the existing institutional conditions/regional government organizations in progress. The evaluation result will bring the change into local device organization, in the form of 1) The existence of removed organizational units; 2) The existence of organizational units combined with other units so that the echelon ranked become bearish; 3) The existence of organizational units that changed its position and function; and 4) There are new units due to the demands of changing situations and conditions.

At the empirical level, the government of Subang regency with the approval of the People's Representative Council of Subang Regency has established 7 (seven) regional regulations relating to institutional/regional device organization. Currently, the structure of regional device organization of Subang Regency consists of Regional Secretariat, Secretariat, Inspectorate, 21 Officials, 4 agencies, and 30 sub-districts.

Policy in the arrangement of institutional/regional device organization contained in the regulation of the region has essentially been directed to realize the efforts of simplifying a more proportional bureaucracy (flat), a short hierarchy, and decentralization authority. Regional government organizations are based on clear vision and mission, organizational structure pattern is organized based on real needs and follow a strategy in achievement as stipulated in the template of Subang Regency. Nevertheless, to realize the organization of regional devices that are the slim structure, rich in function, efficient and effective facing various constraints both technical and political, the difference in perception and presence of sectoral interests.

This research intends to conduct analysis on existing organization condition of regional government apparatus at Kabupaten Subang and develop a design draft of regional organization apparatus as the foundation for Kabupaten Subang to improve its governance and its institutional performance in implementing an effectively and efficiently local administration.

2. LITERATURE REVIEW

Leach, Stewart and Waish (1994) stated that: "The structure of an organization is the pattern of rules, positions and roles that give shape and coherence to its strategy and process and is typically described in organization charts, job descriptions and patterns of authority"[1]. Furthermore it is explained that the organizational structure includes dimensions of differentiation, centralization and decentralized dimensions, formalization, specialization and generalization, independence and interdependencies.

According to Mintzberg (1979), THE organizational structure is: "The division of labor into various tasks to be performed and the coordination of these tasks to accomplish the activity" [2]. Mintzberg further explained that there are five main dimensions that make up the organizational structure: "The strategic apex, the middle line, the operating core, the technostructure and the support staff"[2].

The paradigm of organizational structure development has undergone a change in three perspectives [3], as shown below:

a. The first Public Administration, which flourished in the early 20th century with the cast of Weber, 1958; Wilson, 1987; Taylor 1947; Fayol, 1949; White, 1926; Wiloghby, 1927 and Parkinson's, 1957, explains that in order to achieve the effectiveness and the efficiency of the Organization (State/Government) should be the organizational structure designed with hierarchical, pyramidal, top down, vertical and closed system traits. This concept emphasizes on the concept of mechanistic and rigid governance that is known by an ideal type.

The concept is also known as feudal bureaucracy or traditional bureaucracy that is more likely to apply centralization in governance. In this form of bureaucracy,

community needs tend to be underserved. This is because the implementation of centralization of governance can result in "public sector as too big, overstaffed and too expensive.[4]

Criticism of the first perspective arises from the experts afterwards who argue that the design of such organizational structures will not lead to the effectiveness and efficiency of organization but will produce an organization that wasteful, corroborative, immense and orientated on internal interests of bureaucracy.

b. A second perspective (New Public Management) that flourished in the last third of the 20th century with the cast of Lawrence and Lorsch, 1967; Gailbraith, 1977; Gifford & Pinchot, 1993; Osborne & Gaebler, 1992) explained that the effectiveness and efficiency of the Organization (State/Government) should be the organizational structure designed with the features of Decentralization, adaptive to the free market, responsive to customers and lean.

c. The Third perspective is New Public Service that flourished in the early 21st century explained with his character Denhardt and Denhardt,2003; Evan and Boyte, 1986; Gardner, 1991; Friedrichsen, 2006; Smith, 2007; Lubel and Futton, 2007 and Meek, 2008, explained that to achieve the effectiveness and efficiency of the Organization (State/Government) should be an organizational structure designed with adaptive features to the needs of public service needs, the results of dialogue with stakeholders, networking and collaborative.

The theoretical framework for conducting institutional reform of government bureaucracy in Indonesia in the era of democracy and openness is now a third perspective, namely the institutional drafting and evaluation of regional government organizations should pay attention to factors that are not only rule rules and higher authority only but must combine it with the analysis of service needs for stakeholders in the area.

To reorganize regional devices, the government has issued government regulation No. 41 of 2007 on regional device organization and *Permendagri* No. 57 on Technical Directive of regional device organization. General explanation PP No. 41 year 2007 indicating that in the framework of organizing local governance, regional head is assisted by regional devices consisting of elements of staff who assist with the preparation of policies and coordination in the secretariat, the element of the supervisory that is addressed in the form of Inspectorate, the element of the planner in the secretariat, the element of the supervisory that is addressed in the form of the agency and supporting elements of regional head duties in the preparation and implementation of specific local The main stream of regional devices in the form of an organization is the existence of government affairs that is the regional authority consisting of compulsory affairs and the affairs of choice, but does not mean that any government affairs handling should be formed into the organization itself.

Permendagri No. 57 Year 2007 explains that the bureaucracy reform, both in the central and regional governments is a necessity in the effort to realize good

governance. Bureaucratic reform on the regional government's level, among others, is the field of regional device organization directed to create an organization that is efficient, effective, rational and proportional according to the needs and capabilities of the region as well as the coordination, integration, synchronization and simplification and institutional communication between the centre and the region.

3. METHODS

This study used a qualitative descriptive approach, which seeks to compile the institutional design/regional device organization by conducting analysis of existing conditions and future requirements [5].

A. Collection of data used includes:

Literature study and documentation were used to collect data and materials in the form of legislation related to the institutional arrangement of regional devices. In addition, data collection and materials are conducted in the form of studies that have been done before as a comparison and enrichment analysis material.

Focus Group Discussion (FGD) was conducted with policy makers, such as regional assistant administrative, head of organization, and head of regional device organization in Subang district.

B. Data Analysis Techniques

The Data and materials that have been collected were further processed using the following analytical techniques:

1. Calculation using method in PP No. 41 year 2007, which includes the following indicators:
 - a. Region area
 - b. Number of inhabitants
 - c. Number of APBD
 - d. Clustering criteria
2. Analysis of the needs of Subang regency, with reference to the following aspects:
 - a. Vision and mission
 - b. Service improvement
 - c. Bureaucracy reform
3. Analysis model of modern institutional/organizational structure with 4 indicators namely; Flexibility, effectiveness, efficiency, and proportionality as a basis in determining the elimination or incorporation of the institutional regional devices.

Overall analysis was used to build the argument as a basis in forming a model of institutional arrangement of regional devices according to the needs and can support the achievement of the vision and mission of Subang regency.

4. RESULTS AND DISCUSSIONS

4.1. Basic aspects of institutional development/regional government organization in Subang Regency

Based on the following data, it appears that in general the ninth sector of the PDRB is increasing except for the agriculture and mining sector/excavation sectors that demonstrate the tendency to decline in sectors that are considered potential to grow significantly among other building/construction sectors, services sector, and finance, rental and service companies that are the regional potentials for the Subang district in present and future.

1. Government affairs

A limitation to the scope of affairs is required as an indicator for analyzing the workload of the Regency/city government. Because of the potential conditions of each region are different, this affects the complexity of the affairs and the problems faced by each region to be different. In accordance with LAW No. 32 year 2004 which adheres to administration paradigm, the concept used is government affairs that more pointed to the types of activities/activities undertaken by each level of government. The implementation regulation which lays out the division of this affair is PP No. 41 year 2007, PP No. 38 year 2007 and regulation of the Interior Minister of Republic of Indonesia number 57-year 2007 about technical directive for regional device organization and change draft PP NO. 41 year 2014.

2. Regional financial Ability

The implementation of governance by each of the regional device unit of work, in the implementation turned out to cause various problems, by means of increasing the size of the organization, resulted in an increase in the budget amount in the employee's budget post (for fiscal year 2012 employee spending post amounted to 72% of the APBD). Such conditions require reanalysis of the existence of existing regional device unit of work, through rationalization and restructuring of regional device organization.

Table 1: Percentage distribution of gross Regional domestic product of Subang regency on the basis of price applicable according to Business field, 2015 – 2019

Number	REGIONAL DEVICE ORGANIZATION		Description
	OLD	Change	
I	REGIONAL SECRETARIAT	REGIONAL SECRETARIAT	Remain
II	LEGISLATIVE SECRETARIAT	LEGISLATIVE SECRETARIAT	Remain
III	Service:		

	1. Education	1. Education, culture, youth and Sports	modified
	2. Health care	2. Health care	Remain
	3. Bina Marga and irrigation	3. Bina Marga and irrigation	Remain
	4. Transportation	4. Transportation	Remain
	5. <i>Spatial, settlements and Hygiene</i>	5. <i>Spatial and settlement</i>	modified
	6. Forestry and Plantation	6. Forestry and Plantation	Remain
	7. Mining and Energy	7. Mining and Energy	Remain
	8. <i>Culture, Tourism, Youth and Sports</i>	8. <i>Tourism, communication and Informatics</i>	modified
	9. Farm Food crops	9. Farm Food crops	Remain
	10. <i>Animal husbandry</i>	10. Livestock, Marine and fisheries	modified
	11. Marine and Fisheries	11. Population and Civil records	Remain
	12. Labor and Transmigration	12. Labor and Transmigration	Remain
	13. Industry trade and Market Management	13. Cooperation, cooperatives and SMES	modified
	14. Cooperatives and micro, small and Medium business	14. Income, financial management and regional assets	Remain
	15. Population and Civil records	15. Social services	Remain
	16. Income, financial management and regional assets		
	17. Social services		
	18. Communication and Informatics		
IV.	TECHNICAL INSTITUTIONS:		
	Agency:		
	1. Regional Development Planning Board	1. Regional Development Planning Board	Remain
	2. Regional Inspectorate	2. Regional Inspectorate	Remain
	3. Investment and Licensing Agency	3. Investment and Licensing Agency	Remain
	4. Environmental Agency	4. Environment Agency, gardening and cleanliness	modified
	5. Community Empowerment Agency and KB	5. Community Empowerment Agency and KB	Remain
	6. Regional personnel Agency	6. Regional personnel Agency	Remain
	7. Regional Hospital General Class B	7. Regional General Hospital Class B	Remain
	8. Implementing Agency for Agricultural counseling, fisheries, forestry and food security	8. Implementing Agency for Agricultural, fisheries, forestry and food Security Guidance	Remain
	Official Office:		
	1. National Unity Office and Community Protection	1. National Unity Office and Political	modified
	2. Regional Archives Office	2. Regional Archives Office	Remain
	3. Regional Library Office	3. Regional Library Office	Remain
	4. Satpol PP Type B	4. Satpol PP Type A	modified

4.1.1. Regional government organization's size of PP calculation result No. 41 year 2007

Criteria to set the number of regional device organizational magnitudes based on PP 41-year 2007 is the variable population, area size and number of APBD, which then specified the weighted each of the variables are:

- a. 40% (forty percent) for variable population,

- b. 35% (thirty-five percent) for area wide variables and
- c. 25% (twenty five percent) for the number of APBD variables.

Based on these provisions, the calculation results of the regional device Organization for the Subang district government are as follows:

Table 2:

No	Criteria	Value
1	Population = 1.477.483 People > 1.000.000	40
2	Area = 2051,8 km ² > 2.000 km ²	35
3	Number of APBD = IDR 1.373.647.435.737,00 > 800.000.000.000,00	25
	Amount	100

Calculation result of organizational size according to PP No. 41 year 2007

Source: Research Results, 2020

Referring to the results of the calculation, the size of the organization of local devices Subang Regency can be compiled using the following patterns:

- A. District secretariat, consisting of at least 4 (four) assistants;
- B. DPRD secretariat;
- C. Service at most 18 (eighteen);
- D. The regional technical institutes are at most 12 (twelve);
- E. Kecamatan (Sub District);
- F. Kelurahan (Village).

4.1.2. Analysis of SOTK Regional Technical Institute

Regional technical institutions are supporting elements that are more technical in nature. Regional technical institutions can be in the form of agency, Office and Hospital. In Subang Regency, the Inspectorate and Police unit of Pamong Praja are also grouped in local regulations about regional technical institutions. The determination of agency or office is based on legislation on local institutional/organizational device.

Based on the results of the evaluation, nomenclature and the existence of the fields on the organizational structure and its work are in accordance with the affairs of its authority.

1. Investment and Licensing Agency

Nomenclature in the field of licensing must be changed, licensing service flows according to the Groove (by process), so there is a service group in the front office and the processing group in the back office. We recommend that the nomenclature of SOTK is altered based on the process;

- a) Sub-Fields of licensing and Non-licensing services, as well as
- b) Sub-field of licensing and Non-licensing processing.

This will facilitate the process of service especially in the clarity and alignment of basic function and tasks.

2. Implementing agency for agricultural counseling, fisheries, forestry and food security

The dynamics of macro and micro environmental change in the field of food security is very large, so it needs an institutional that has a high level of flexibility. Institutional-shaped entities are the most appropriate form to be able to accommodate the dynamization of this field.

3. Regional Disaster Management Agency

In order to follow up law number 24-year 2007 on disaster management that requires the establishment of the body in the Regency/city, it is necessary to set up a new body namely the Regional Disaster Management Agency (BPBD).

4. Class B District General Hospital

The existence of technical implementation Unit in class B District General Hospital, based on observation and analysis, is less precise. The existence of UPT in the District general Hospital class B, should be eliminated.

5. Office of National Unity and politics

The nomenclature of the Community protection should be removed and transferred to one section or the field of public protection in the Pamong Praja Police unit. In addition, it can be filled with new nomenclature, which is section of education organizing and political development.

6. Regional Archives Office

Noting the organizational structure and the existing work, nomenclature and the existence of the fields in the organizational structures and their works are in accordance with the affairs of authority.

7. Office Library

Observing the organizational structure and the existing work, the nomenclature and the existence of the fields in the organizational structures and the work of works are in accordance with the affairs of authority.

8. Pamong Praja Type A Police Unit

Pamong Praja Police Unit (Satpol PP) Subang District must be upgraded to type A (level II) and puller-A combination of public protection affairs from the Office of

National Unity and Community protection to Satpol PP causes the office of Kesbang and Linmas must change the nomenclature to be the office of Kesbang and politic. 5. Analysis of SOTK SUB-DISTRICT

In the implementation of the tasks in the field should refer to the Management By Process (MBP), meaning that the mechanism is using a one-door system, flowing according to the Groove (By process), so that there is a service group in the front office and the processing group in the back office for the next distributed to each related field/section.

9. Institutional analysis of SOTK village

Similar to the sub-district, in the implementation of tasks in the field should refer to the Management By Process (MBP), meaning that the mechanism is using a one-door system, flowing according to the Groove (By process), so that there is a service group in the front office and the processing group in the back office for further distributed to each related field/section.

10. Analysis of SOTK Technical implementation Unit

There should be a study of the institutional existence of UPT, both from the workload and the implementation of legislation related to the functions that must be addressed in the form of technical implementation Unit.

4.1.2. Organizational Structure Design

Although based on PP No 41 year 2007 Subang Regency can form the maximum size of the organization, but based on the theoretical approach, existing legislation, the magnitude of the affairs handled, the proportion and financial ability of the District and the anticipation of future government policy related to the plan of the enactment of government regulation PP No. 41 year 2007 then proposed organizational structure of the regional device government Subang.

Thus, the design of the organizational structure of the regional government of Subang Regency underwent a change from the maximum pattern to medium pattern consisting of:

- A. Secretariat area with 3 assistants and 4 sections
- B. Legislative secretariat with 4 sections
- C. Service as many as 15 (fifteen)
- D. Body as many as 7 (seven)

- E. Office as many as 3 (three) office
- F. Class B District General Hospital
- G. Kecamatan (Sub District)
- H. Kelurahan (Village)

Table 3: Design of organizational structure of local devices Subang Regency

No.	Regional device Organization	Amount
1	Regional secretariat • Assistant • Section	3 9
2	Legislative secretariat • Section	4
3	Service	15
4	Technical institutions: 1. Inspectorate 2. Agency 3. Class B District General Hospital 4. Office 5. Satpol PP Type A	1 7 1 3 1
5	Kecamatan (Sub District)	
6	Kelurahan (Village)	

With the change is expected to be a model of the organizational arrangement of the responsive regional/local device and in accordance with the needs and the real ability of the area so as to provide the best contribution to the achievement of the vision and mission of Subang.

4.1.4. Institutional changes

As an implication of alternative institutional changes of regional device organizations will result in changes in the number of structural positions needed. With these changes, the overall structural position difference is as much as 159 structural positions corresponding to the entire echelon. The institutional strengthening can be seen in the following alternative:

Table 4 :Alternative institutional/organizational change of Subang district

No	REGIONAL DEVICE ORGANIZATION		Description
	OLD	Change	
I	REGIONAL SECRETARIAT	REGIONAL SECRETARIAT	Remain
II	LEGISLATIVE SECRETARIAT	LEGISLATIVE SECRETARIAT	Remain
III	Service:		
	1. Education	1. Education, culture, youth and Sports	modified
	2. Health care	2. Health care	Remain
	3. Bina Marga and irrigation	3. Bina Marga and irrigation	Remain
	4. Transportation	4. Transportation	Remain
	5. Spatial, settlements and	5. Spatial and settlement	modified

	<i>Hygiene</i>		
	6. Forestry and Plantation	6. Forestry and Plantation	Remain
	7. Mining and Energy	7. Mining and Energy	Remain
	8. <i>Culture, Tourism, Youth and Sports</i>	8. <i>Tourism, communication and Informatics</i>	modified
	9. Farm Food crops	9. Farm Food crops	Remain
	10. <i>Animal husbandry</i>	10. Livestock, Marine and fisheries	modified
	11. Marine and Fisheries	11. Population and Civil records	Remain
	12. Labor and Transmigration	12. Labor and Transmigration	Remain
	13. Industry trade and Market Management	13. Cooperation, cooperatives and SMES	modified
	14. Cooperatives and micro, small and Medium business	14. Income, financial management and regional assets	Remain
	15. Population and Civil records	15. Social services	Remain
	16. Income, financial management and regional assets		
	17. Social services		
	18. Communication and Informatics		
IV.	TECHNICAL INSTITUTIONS:		
	Agency:		
	1. Regional Development Planning Board	1. Regional Development Planning Board	Remain
	2. Regional Inspectorate	2. Regional Inspectorate	Remain
	3. Investment and Licensing Agency	3. Investment and Licensing Agency	Remain
	4. Environmental Agency	4. Environment Agency, gardening and cleanliness	modified
	5. Community Empowerment Agency and KB	5. Community Empowerment Agency and KB	Remain
	6. Regional personnel Agency	6. Regional personnel Agency	Remain
	7. Regional Hospital General Class B	7. Regional General Hospital Class B	Remain
	8. Implementing Agency for Agricultural counseling, fisheries, forestry and food security	8. Implementing Agency for Agricultural, fisheries, forestry and food Security Guidance	Remain
	Official Office:		
	1. National Unity Office and Community Protection	1. National Unity Office and Political	modified
	2. Regional Archives Office	2. Regional Archives Office	Remain
	3. Regional Library Office	3. Regional Library Office	Remain
	4. Satpol PP Type B	4. Satpol PP Type A	modified

5. CONCLUSION

1. Building on the theoretical approach, statutory regulations, local financial capabilities and improvement of basic services to the community, the proposed change to the organizational structure of the regional device by conducting rationalization/restructuring in the form of merger and/or elimination implicate the decrease in the number of regional device organizational units, especially regional service and or increasing the regional technical institution as a spearhead in development and service
2. The nomenclature of the organizational structure and the governance of the regional device organization in

- general are in accordance with the affairs of its authority. But because there is no clear guidance or standardization of nomenclature, then Inter-Regency/city with Regency/city and between districts/cities with provinces have varying nomenclature and tend to be different so as to constraint in coordination and disrupting the synergetic of the implementation of tasks that are of public interest.
3. The existence of institutions formed on the basis of claims mandated by the law and/or other legislation so that the formation is not based on the analysis of the job title and analysis, the real needs of the area and the financial ability of the area so that eventually becomes the burden of APBD.
 4. Institutional existence of technical implementation Unit in some agencies and technical institutions are less

effective and need to be re-examined, both from the workload and implementation of the prevailing legislation.

5. The presence of inconsistencies from the central government in the policy of slender structure rich function, because on the other hand precisely the central government is conducting the institutional feedlot at the central level and imposing the establishment of sectoral institutional through various statutory regulations.

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