



Brin in Synergy and Consolidation of Non-Ministerial Government Agencies: Communication Perspective

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ABSTRACT

The synergy and consolidation of non-ministerial government institutions (LPNK) within the National Research and Innovation Agency (BRIN) was questioned and created a polemic. Many public, internal, and experts argue with clear reasons and the legal basis. The consolidation plan was deemed inappropriate and was feared to violate the law. With the stipulation of Presidential Regulation Number 33 of 2021 concerning the National Research and Innovation Agency, it answers the plan of four LPNKs to be consolidated to carry out research, development, study, and application, as well as integrated inventions and innovations. The research methodology approach used is qualitative, with a subjective point of view from the BRIN community. This is a challenge in itself that synergy and consolidation occur during the Covid-19 pandemic. Effective organizational communication is one of the critical stages of success in the adaptation and resilience process. Communication by giving mutual trust to the community is fundamental so that institutions can grow and develop into new organizations. The community needs to learn to understand each other, build confidence and take the right attitude to support synergy and consolidation.

Keywords: synergy, consolidation, government, communication, trust

1. INTRODUCTION

The government has decided to dissolve the Ministry of Research, Technology and Higher Education (Kemristek-Dikti) and consolidate four non-ministerial government institutions (LPNK) into the National Research and Innovation Agency (BRIN). Sometimes before and after this decision was issued, many polemics occurred among the public, internally and among experts. Many argue that this consolidation is inappropriate and is feared to violate the law. However, on April 28, 2021, President Jokowi, through Presidential Regulation (Perpres) Number 33 of 2021 concerning the National Research and Innovation Agency, confirmed the dissolution of the Ministry of Research, Technology and Higher Education and the consolidation of four LPNKs has officially begun. An essential point in the decision was to delegate the authority to supervise research to BRIN [12].

Furthermore, through Presidential Decree Number 78 of 2021 concerning BRIN, President Jokowi, on August 24, 2021, confirmed the merger of all research institutions, namely the Indonesian Institute of Sciences (LIPI), the Agency for the Assessment and Application of Technology (BPPT), the National Nuclear Energy Agency (BATAN), and National Institute of

Aeronautics and Space (LAPAN) into BRIN. Additionally, several parts of research institutes in several ministries were also integrated. Of course, this integration is followed by budget consolidation, which will finance the sustainability of research and technology in Indonesia.

The community questioned the effects of the merger, one of which was the number of human resources, which reached approximately 13,522, so the BRIN management had to gradually map employees in the new work unit. During the mapping period, organizational restructuring was carried out in parallel, merging, merging, and forming new institutions, namely deputies, centres, research centres, directorates, bureaus, and work units under them. Of course, with the process going on, the community felt worried and uncertain, waiting for the process and the results of the restructuring and mapping.

BRIN's challenges in synergies and consolidation are not just discussing a new organizational platform but also synergizing several corporate cultures into the BRIN organization. Organizations would be better off running together in the integration of change than running separately, carrying the identity and culture of the old organizational entity. It has been decided that

the government will conduct a consolidation or merger as a step for the government to make changes which is one of the strategic choices.

2. LITERATURE REVIEW

Based on the literature review, consolidation refers to a simple definition of the company concept. However, this definition can be used as a reference for review from the point of view of government organizations. There is a difference between the definitions of merger, consolidation and acquisition in the company concept. Based on Law number 5 of 1999 concerning the prohibition of monopolistic practices and unfair Business Competition, a merger is simply an action by a business actor that results in (1) creating a concentration of control from several previously independent business actors to one business actor or a group of business actors; or (2) the transfer of control from one business actor to another previously independent, thus creating a concentration of control or market concentration [5][16]. According to Khairandy, acquisition or takeover is the purchase of all or part of the company's shares by another company, but the claims of the company whose shares are taken over still exist as a legal entity or company [9].

Meanwhile, consolidation is the consolidation of two or more companies into a newly formed company, and the legal entity status of the consolidating companies ends. According to Allatta et al., communication is a fundamental component of Mergers and Acquisitions (M&A), seen as the glue that unites organizational mergers). This is an essential context of M&A performance and is considered to have contributed to its success [1].

Communication is the backbone of M&A success and one of the main reasons for M&A failure [1]. On the other hand, that failure is caused by, among other things, organizational leaders ignoring the importance of integrating corporate culture [18].

Many factors can affect the success of a merger; diligence, culture and leadership. Diligence is an in-depth assessment of a merger or acquisition's legal, financial, and business risks. Regarding the consolidation of several LPNKs, the due diligence aspect has specific objectives, some of which are relevant from the due diligence aspect according to Davis, including ensuring compliance with applicable laws to evaluate the physical condition of equipment and tangible property. And other intangibles, and to analyze potential monopolistic problems that could hinder mergers or acquisitions [19].

Organizational culture identifies organizations and individuals. Organizations don't have culture, and they

are culture. In other words, corporate culture is how individuals use stories, rituals, symbols, and different activities to generate and reproduce a set of understandings [8]. There are differences between organizational cultures with one. If the organization that merges entities or various forces can integrate cultures into a new culture, the merger can be declared successful [18].

According to Hofstede dividing, the concept of organizational culture into six practical dimensions (1) Process-Oriented vs Results Oriented, which emphasizes process-oriented organizations with results-oriented organizations. (2) Employee-Oriented vs Job-Oriented, which emphasizes the organization that puts the interests of employees juxtaposed with the interests of the work. (3) Parochial vs Professional, that is, the organizational culture is measured based on the high or low level of employee dependence on superiors and the organization. (4) Open Systems vs Closed System, which explains the application of an open and closed culture for changes in the occurrence of learning organizations. (5) Loose Control vs Tight Control, i.e. organizational culture is measured by the level of leniency in strictly applying organizational rules. (6) Normative vs Pragmatic explains the organization's orientation towards consumers between the moral responsibility to maintain the rules juxtaposed with responsibility and fulfilling consumer needs [19].

Leadership reflects organization and management. Organizational leadership strategies are indispensable in supporting the synergistic and consolidation process. This is in line with the findings of Kwantes and Boglarsky [18], which show organizational culture strongly influences the effectiveness of leadership and management. Corporate management systems that carry out the merging process need to consider leadership as essential in producing an organizational culture that contributes to the new organization's success.

According to experts, there are four types of leadership styles known in organizations, namely: (1) autocratic, namely a leadership style that has full authority so that it imposes its will on employees; (2) participative, a leadership style that respects input from team members and co-workers, but the responsibility for the final decision remains with the leader; (3) transactional, is a leadership style that focuses on performance results with the size of getting a reward or punishment; (4) transformational, is a leadership style that seeks to motivate and increase productivity through communication and high visibility through the mechanism of delegation to the work team [19].

This study aims to provide an overview and answer the polemic of synergy and consolidation that occurred

among the civitas from several LPNK organizational entities viewed from the point of view of a communication perspective. The number of polemics that happen is why this research topic is taken. The urgency is that the results of this research can serve as an illustration and input for the management of BRIN and the community to take a stand in supporting organizational synergy and consolidation.

In this paper, the researcher limits what will be discussed, namely the polemics that occur among the community and the critical role of communication in synergy and consolidation. Theoretically, this research is expected to be a reference in the field of Management Science, especially Organizational Communication Management, to respond to organizational changes. Practically, this research is helpful for parties, including: (1) elements of organizational management, namely as a basis for evaluation to take steps and policies so that they can improve the process of synergy and consolidation, (2) the organizational community, namely as an illustration and input for the community about how to respond to changes in supporting the process of synergy and consolidation, and (3) other researchers as a reference source in conducting similar research with relevant themes in the future.

3. METHODS

The research methodology used to observe the polemics that occur is adjusted to the urgency of the research. The research methodology approach used is qualitative by involving the subjectivity of the BRIN community in synergy and organizational consolidation. Polemics will be reviewed subjectively through interviews with the community members, who will be used as study material and literature to become input for BRIN management and the development of knowledge in the field of organizational communication.

Researchers will collect data through snowball interviews with several community members. Salganik and Douglas [7] said that the snowball sampling method is obtained by rolling from one respondent to another. Generally, this method explains an organization's social or communication patterns (sociometric). Certain community. In other words, snowball sampling takes samples sequentially (multi-level). Semi-structured interviews were conducted for approximately 30 minutes offline and online and recorded through recording media. The data will be validated through triangulation (combined) and analyzed by emphasizing descriptive meaning and generalization.

In semi-structured interviews, the informants are given several main question components from three aspects that can affect the success of synergy and consolidation, namely due diligence aspects, cultural

aspects and leadership aspects, each of which is followed by derivative questions that have relevance or findings of new things that need to be addressed. Explored. The main questions include what has been done regarding these aspects during the organizational consolidation period. The research subjects who became informants in the study came from the BRIN community, including staff, coordinators, sub-coordinators, former coordinators and practitioners.

4. RESULTS AND DISCUSSIONS

4.1. Coordination structure

The Ministry of Research and Technology was officially merged, and the authority to supervise research in the country was delegated to BRIN. Previously, science and technology in Indonesia were carried out through Law Number 11 of 2019 concerning the National System of Science and Technology as amended by Article 121 of Law Number 11 of 2020 concerning Job Creation, that it is necessary to establish a National Research and Innovation Agency [6]. The Presidential Regulation serves as the legal basis for carrying out research, development, assessment, and application, as well as integrated inventions and innovations in the regions, forming regional research and innovation bodies. Thus, this presidential regulation has legally confirmed the polemic on LPNK's reorganization for immediate consolidation into the BRIN organization.

The current consolidation of LPNK is a fusion of organizations into a new organization, BRIN, which was formed sometime before. At that time, the Head of BRIN was still coordinating the four LPNKs and leading the Ministry of Research and Technology. And graphically, the consolidation that occurs can be described as follows:

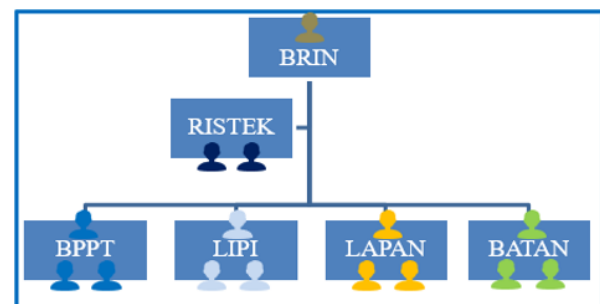


Figure 1. Coordination structure before consolidation

Based on Figure 1, it can be explained that the four LPNKs, namely BPPT, LIPI, LAPAN, BATAN and the Ministry of Research and Technology, were previously under the auspices of the Head of BRIN are still within the scope of coordination. However, Figure 2 shows that the four LPNKs and one ministry were merged into

one BRIN organization chaired by the Head of BRIN. This means that BRIN is the largest research and technology organization in Indonesia under the auspices of the current government.



Figure 2. Coordination structure after consolidation

In building synergy and consolidation, several aspects determine success, including in terms of communication. Therefore, it is necessary to pay attention to several aspects, namely due diligence, cultural aspects and leadership aspects, so consolidation can run smoothly. Also, presenting a communication perspective can determine the effectiveness and efficiency of delivering integrated messages. Increasing the richness of the communication, using multiple media and interactivity to increase reflexivity, is more likely to increase receptivity to strategy messages. Communication that is inaccurate, impersonal, contradictory, and delivered intermittently only through one or several media, is expected to trigger opposing reactions and erode employee commitment to organizational strategy [1].

4.2. Communication aspect

Effective communication during the consolidation process helps reduce uncertainty, assists the transition process, and increases post-consolidation commitment to the new organization and successful consolidation. On the other hand, ineffective communication can lead to ambiguity and discomfort at work, low levels of trust and commitment, and results in an opposing organization [1].

Lasswell's communication scheme describes communication with "who says what in which channel to whom with what effect", which is defined as the source (source/who), message (message/says what), channel (in which channel), receiver (receiver/to whom), and effects (with what effect). So communication is the process of delivering messages by communicators to communicants through media that cause specific effects [3].

Effective communication can be interpreted as the communicator and the communicant having the same message understanding. Effective communication is characterized by compassion, can cause pleasure, influence attitudes, increase good social relations, and

ultimately lead to action. The Seven Communication is divided into seven communication factors: credibility, clarity, context, content, continuity and consistency, and channels of distribution [2][14].

The above factors explain that the communication perspective can affect the success of BRIN in carrying out the synergy and consolidation of LPNKs; this can be seen from the following point of view:

4.2.1. Communication in The Aspect of due diligence

What happens in consolidation reflects a synergistic process that influences each other. Aspects of due diligence can affect the continuity of cultural integration and/or leadership characteristics that can affect due diligence of cultural integration.

The due diligence aspect as a legal aspect requires the maturity of the process at the beginning of the consolidation process. This aspect dramatically affects the running of the operations in it. Some of the scopes studied in this research include the mapping of human resources (HR) and restructuring/formation of new work units.

In HR mapping, communication can be successful if the recipient of the message, namely the community members participating in the mapping process, understands the information BRIN management conveys. As part of BRIN Management, the Human Resources Bureau (BOSM) coordinates the HR mapping process by conducting regular socialization, which is usually done after the Monday morning apple ceremony. Through this socialization, all information about mapping is conveyed from the background, aims and objectives, registration procedures, job maps and information, schedules, organizational structure, etc.

At the beginning of the HR mapping process, many community members felt that the information conveyed was unclear, coupled with the ongoing process of forming a new work unit that was running in parallel. So that the new work unit container in the mapping is not fully ready with the needs and position formations displayed. BOSDM has conveyed socialization well but returns to the many factors that can influence it so that what is described is not entirely following what happened and was accommodated in the mapping application. This raises concerns on the part of the civitas, causing a polemic.

Restructuring or forming a new work unit is a job that has an enormous scope. The organizational restructuring was formed from the amalgamation of organizations from four LPNKs and one ministry into 10 Echelon I, 43 Echelon II, 12 Research Organizations and 85 Research Centers. The new work unit will be occupied by around 13,522 employees occupying approximately 98 work areas.

Seeing the enormous scope of organizational restructuring is one of the factors that causes a discrepancy between what was conveyed in the socialization of HR mapping and what happened and was accommodated in the mapping application. So that causes a misperception that occurs in the minds of the community. Pace, Peterson, and Burnett [4] state that the primary purpose of communication activities is to ensure the communicant understands the meaning of the message received (to secure understanding), maintains and fosters acceptance (to establish acceptance), and motivates the communicant to carry out an activity. Activities (to encourage action).

Over time, through effective communication, the mapping and restructuring process can be transformed towards improvement. It is indicated by the positive achievements of HR mapping and organizational restructuring results. From a communication perspective, BRIN Management improves the process by conducting continuous communication, improving the content and clarity of information conveyed to the community. Several communication factors in The Seven Communication are considered so that transmission runs effectively.

However, there is still a lot of scope in the aspect of due diligence that needs to be considered. Polemics in different contents also occur because of the impact of consolidation. The range includes the clarity of the mechanism for the procurement of goods and services in the new organization, the management of considerable BMN assets in various work areas, procedures for using research infrastructure (tools, laboratories, testing), financial administration procedures and so on.

4.2.2. Communication in The Aspect of Culture

Organizational culture is a value that can guide humans in carrying out their obligations and behaviour when in an organization. The integration of corporate culture is one of the factors included in the cultural aspect. In this case, the role of the community dramatically influences the success of the integration of organizational culture [19]. The behaviour and attitudes of the community must reflect an openness to accept changes as a result of the government's decision to support the integration of organizational culture.

From this point of view, the community must be able to put off the old organizational culture identity and be ready to accept changes to a new corporate culture. Walking together to integrate BRIN's corporate culture is better than walking separately with the old corporate cultural identity.

During the transition period, in the early stages of consolidation, many people were found who still carried the old organizational culture by comparing their strengths and weaknesses. This attitude indicates

that the community is not yet open to change and still carries an old identity that can hinder the integration of organizational culture. But on the other hand, many members of the community are ready to integrate into the new corporate culture. The community adapts to an open system culture so that the organization becomes more open and responsive to changes and encourages a learning organization.

From another point of view, there was a polemic among the community members who thought that BRIN adopted or brought a framework from one of the LPNK entities, causing a cultural integration gap. At the same time, cultural integration is an essential aspect of the successful consolidation of an organization. The integration of organizational culture needs to combine the positive aspects of culture from each LPNK entity so that the cultural integration created is the advantage of cultural integration from existing entities.

Historically, one entity made changes first to join BRIN. This is considered to be why one entity dominates a new framework. Because they rather have an account of experience to make structural closeness and make one entity spearhead another entity that still maintains the old organization.

The entity's credibility becomes one of the guarantees when cultural integration is not carried out thoroughly. On the other hand, this is considered reasonable because the entity was integrated into carrying out the predetermined decision to join the BRIN organization. When this is considered appropriate, the entity must be able to communicate effectively between LPNKs. Effective communication must at least be able to build a shared understanding, develop a sense of pleasure, change attitudes in the desired direction, build good social relationships, and lead to actions as expected [14]. Starting from this. Trust can be created and become an essential element in the organization.

The level of trust in the organization can build positive relationships between groups in the team. Through mutual trust, the work team in the organization will have the opportunity to realize organizational goals better. According to Robbins and Judge, the advantages of trusting corporate members in the organization include: (1) trust encourages the ability to take risks, (2) trust facilitates the exchange of information, and (3) trust from groups is more effective. Trust also increases work productivity [10][15].

In consolidation, management activities in the organization are directed to achieve goals effectively and efficiently. The knowledge and energy of the community members can take a positive attitude toward cultural integration. Change cannot be made by people who do not have the advantage in thinking and acting. People who make changes have superior capacities in terms of intelligence, so they can think abstractly but can be realized in the form of a realistic vision so that it becomes concrete [17].

4.2.3. Communication in Leadership Aspects.

According to McShane and Glinov, effective leader behaviour consists of 4 things, namely: directives, supportive, participatory, and achievement-oriented [10]. Looking at the leadership style of the current leadership style of BRIN, some argue that the leadership style of BRIN's ranks tends to approach the transactional leadership style. This can be seen from the determination of the Minimum Performance Output (KKM), which is a benchmark for the performance of each employee so that what employees get following their achievements, namely in the form of rewards or punishments.

On the other hand, some state that the leadership style tends to be autistic. This is drawn from an incident involving HR, who were indicated to be doing inappropriate work, causing a unilateral transfer/change of employee status without any identification of problems through communication channels or personal approaches.

It is different from the opinion that states that no leadership style is most suitable or identical to an organization. Leadership style adapts to existing conditions and situations. In specific diseases, the leader needs to play an autocratic leadership style. Still, in other states, the leader can use a participative, transactional, or transformational leadership style, even using two leadership styles simultaneously.

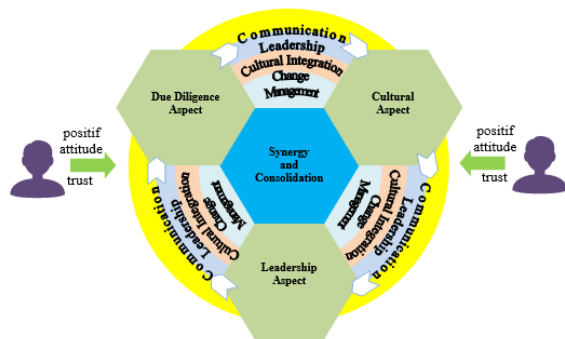


Figure 3. Synergy and consolidation scheme

Based on the literature reference, the schematic of Figure 3 is an illustration drawn based on the author's data analysis juxtaposed with the concept of findings from previous studies, so it is expected to be an illustration of the resolution of the polemic.

A positive attitude and trust from the community are also very much needed to build cultural integrity to support synergy and consolidation.

5. CONCLUSION

In synergy and consolidation, three main aspects need to be considered for success. The three aspects are due diligence, culture and leadership aspects. BRIN management needs to explore and apply the right concepts for each aspect. Ideas that can be taken to

complement these aspects include implementing effective communication through The Seven Communication, leadership through effective behaviour and the right leadership style, overall positive cultural integrity, and change management. On the other hand, the community must take the right attitude to not add to the polemic and hinder the process of synergy and consolidation. Trust the leadership and management to take the proper steps to build and develop a new organization towards success.

The author recommends several concepts to be explored and applied more deeply to each aspect. Furthermore, the depth of the idea can be a sustainability topic for future research.

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