

# **The Impact of Organizational Restructuring Policy Implementation of Local Government (Study in Tuban Regency Government)**

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## **ABSTRACT**

The urgency of public organizations reform is generally based on the fact and the record is less positive about public management. Government bureaucracy often makes a big mistake and hurt. There are constraints to ensure effective and efficient performance. Government Regulation No. 41 of 2007 is principally intended to provide clear direction and guidance to the region in organizing an efficient, effective, and rational according to the needs and capabilities of each region as well as the coordination, integration, synchronization, simplification, and facilitation and communication between central and local institutions. While the division of governmental affairs stipulated in Government Regulation No. 38 of 2007. The purpose of this study was to analyze the policy implementation process of restructuring local government organizations in Tuban district and seeks to identify models of implementation of the restructuring of local government organizations in the District of Tuban. Result of this study is the recommended model for the structure and function of Local Government organization is named: Model structure and function of Local Government organizations Tuban so that the resulting structure of the ideal of regional government.

**KEYWORDS:** policy implementation, organizational restructuring, organizational structure, functions of the organization.

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## **INTRODUCTION**

Public administration reform is one of the government-wide activities primarily to deal with serious problems in developing countries. Most of the developing countries inherited the colonial government that relies heavily on the western colonial powers and administrative systems suffer from a lack of vitamins that it needs reform of public administration [1] reforms related public administration, Islami [2] in his article entitled "State Administration Reform Policy Agenda" also stressed the importance of public administration reform that led to the improvement of public service management. The fifth reform demands are focused on improving public sector performance. Therefore, it is not excessive if Caiden [1] argues that public administration reform has been happening for a long time. However, the actual reform of public administration newborn around the 1980's a marked improvement of the operational performance of public sector reform to systematically include the structure and function of public organizations. The urgency public organizations reform was also expressed by Reiney [3] based on the fact that the record is less positive about public management. Government bureaucracy often makes a big mistake and hurt. There are constraints to ensure effective and efficient performance. The officials failed to motivate his subordinates, organizational design and effective work processes. In addition, Zauhar [4] also argues that the general impression of bureaucracy implying that something bad, negative, and corrupt. Bureaucracy like a specter is ready to pounce and devour anyone who approached and dealt with it. Therefore, the bureaucracy contents full horrors, atrocities, and loaded with a tone of pessimism. In line with this view is the World Bank survey (1992) which describes the bureaucracy in developing countries as follows:

1. Failure to make a clear separation Between what is public and what is private,
2. and Hence a Tendency to divert public resources for private gain (failure to separate clearly between what is public and private areas, and therefore tends to divert public resources for private gain);
3. Failure to Establish a predictable framework of law and government behavior conducive to development, or arbitrariness in the application of rules and laws (Being failed to build the framework that can predict the behavior of government regulation and conducive to the development or lack of arbitration in the implementation of legislation );

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4. Excessive rules, regulations, licensing requirements and so forth the which impede the functioning of markets and Encourage rent-seeking (too many laws, regulations, requirements, resulting in inhibition of the functions of markets and the strengthening of rent-seeking hunters);
5. Priorities inconsistent with development, resulting in misallocation of resources (Inconsistency development priorities, which result in an error resource allocation);
6. Excessively narrowly based or non-transparent decision making (Too many decisions are not transparent).

In Indonesia is also the restructuring of government organizations, namely the enactment of Law Number 22 of 1999 on Local Government which was then revised by Act No. 32 of 2004 on Local Government, Local Government has provided an opportunity to continue to run its activities in the era of globalization and provide the public with better service. One that does is the restructuring of Local Government organizations to improve performance and achieve good governance in order to accommodate the changes and developments, especially in harmonizing the actions taken by the Local Government organization and management demands of the future organization. As a guide the restructuring of Local Government organization, has issued a policy of Government Regulation No. 84 of 2000 on Guidelines for Organization of the regional and Minister of Home Affairs and Regional Autonomy No. 50 of 2000 on Guidelines for Organizational Structure and regional work regency / city. These regulations provide the power and enormous flexibility to local governments in preparing and establishing the local organization. Implementation of Government Regulation No. 84 of 2000 is translated in different ways that tend to fulfill the wishes of each area. There is a tendency in the form of regional government for the obese and less based on real needs in the area. On the basis of this trend, then the Government Regulation No. 84 of 2000 refined and replaced by Government Regulation No. 8 of 2003 in hopes of local government organizations are not too large so as to create an efficient Local Government organizations, proportionate, effective with the support of qualified personnel resources. However, the aforementioned after running for a  $\pm 4$  (four) years also have not provided a more concrete guidelines. Therefore, issue of Government Regulation No. 41 of 2007 on the Organization of the Region. Government Regulation No. 41 of 2007 is principally intended to provide clear direction and guidance to the region in organizing an efficient, effective, and rational according to the needs and capabilities of each region as well as the coordination, integration, synchronization, simplification, and facilitation and communication between central and local institutions. While the division of governmental affairs stipulated in Government Regulation No. 38 of 2007.

Based on the aforementioned two, the Provincial and District Government / Cities implement the restructuring of government organizations. How they carry out the restructuring of the organization? This question is important to do research, i.e. research that focused on the implementation policy. The importance of policy implementation research submitted by Dunsire [5] by using the term to describe an implementation gap in the state where the policy will always open the possibility of a difference between what is expected by policy makers with what is achieved as a result of actual policy implementation is critical. The principal question in the study of policy implementation proposed by Werner [6] in his book "A Guide to Implementation Research", which describes what happened (What is happening), explain why it happens (Why is it happening as it is) and assess (assess) whether the implementation is in conformity with the policy objectives

Based on these exposures, need to be investigated how the District government to restructure the organization government referring to Government Regulation No. 41 of 2007. In addition, the background needs to be examined also the new organizational structure laid out, then an assessment of whether the new organizational structure is in conformity with the policy objectives. On the other hand, in implementing the policy, local governments need to use policy instruments. In connection with this instrument, Howlett and Ramesh [7] categorize three types of instruments, namely: (1) Compulsory instrument (instruments required), (2) Voluntary instruments (voluntary instruments), and (3) Mixed instrument (instrument mix). Instruments are required to direct the actions of citizens and private organizations. Local government uses its authority to regulate certain acts (regulations), a voluntary instrument entrusted to the target groups to resolve specific issues. Instrument mix is a combination of instruments required and voluntary instruments. Local governments get involved in some level of dissemination of information, subsidies, auction rights, to the collection of taxes and levies. The final decision is left to the organization. How can local government use of policy instruments also need to be investigated?

## MATERIALS AND METHODS

### Problem formulation

In accordance with the background exposure in the problem, research problem is formulated as follows:

1. How the policy implementation process of restructuring of government organizations in Tuban regency?
2. How new structures and functions of regional government in the District of restructuring rgb?

3. The extent of the role of policy makers' actors implementing organizational restructuring local government in Tuban district?
4. How the application of policy instruments used in the implementation of the restructuring policy in Tuban regency?
5. The extent of the impact of policy implementation to the implementation of organizational restructuring program in Tuban regency?

## **RESULTS AND DISCUSSION**

### **Restructuring Policy Implementation Process in Tuban district**

The experts agreed that implementation as a process [8] argues that preceded implementation of the identification of variables that influence the achievement of policy objectives in the overall implementation process. These variables were categorized into 3 (three) major parts, namely: (1) tractability of the problem (the problem difficulty level), (2) The ability to structure the implementation process (the implementation process of structuring capabilities), and (3) The no statutory variables affecting implementation (non-government policy variables). The third variable is positioned as an independent variable that affects the stages of implementation. Meanwhile, every stage of implementation affects the next stage. The stages in the implementation process according to Mazmanian and Sabatier [9] starts from the translation of policy objectives. This may be a translation of the derivation policy, standard operating procedures, and programs of implementing agencies (implementers). This process usually requires certain efforts to prepare the technical analysis of how the application works on a more concrete situation. The impact of the implementation process of the implementation process is the final result.

The same opinion was delivered by complementary Grindel [10] that the implementation process will be started after the policy goals are translated into programs and funding already allocated. Thus, it can be said that the implementation is a process of turning ideas into action or program and search for alternatives to execute the changes.

Based on the opinions of the experts concluded that in principle the implementation of programs policy so that a policy can be realized. Implementation of public policy in the form of implementation of activities outlined directly from a public policy through policy formulation is still common. In general, public policy in the form of laws or government regulation is the kind of public policy still requires the derivation of public policy, for example in the form of guidelines and technical instructions. Associated with organizational restructuring policies of the Local Government Regulation No. 41 of 2007 and Government Regulation No. 38 of 2007, is positioned as an organizational restructuring of local government policies that are used as guidelines for implementation. Meanwhile, local regulation and the decree is derives policy or policy outputs of implementing agency.

Restructuring Policy Implementation Process in Tuban regency derivation begins with the establishment of a regional regulation policy and the decree. Related Structure Government organization, has established rules Tuban District No. 2 of 2008 concerning Regional Secretariat Organizational Structure, Regulation Tuban District No. 3 of 2008 concerning Regional Office Organizational Structure, Regulation Tuban District No. 4 of 2008 on Organizational Structure of the Regional Technical Institute , Regulation of Tuban District No. 5 of 2008 on Organizational Structure and Sub-District, Tuban District Regulation No. 6 Year 2008 regarding Organization Unit of the Police Civil Service. This is consistent with the statement of Mr. Bambang Soemantri Administrative Assistant to the investigators, he stated that:

“Restructuring Policy Implementation in Tuban district related to Organizational Structure Governance must obey the central government in accordance with the PP. 41 of 2007 on Guidelines for the Organization of the Region, which was then followed up with Tuban regency government issued Regulation Daerah Tuban number: 2 of 2008 on the Organizational Structure of the Regional Secretariat, the Regional Regulation Tuban number: 3 of 2008 on the Organizational Structure of the Regional Office, Tuban District Regulation No. 4 In 2008 on Organizational Structure Regional Technical Institute, Tuban District Regulation number: 5 of 2008 on Organizational Structure and Sub-District, Area Regulations Tuban number: 6 of 2008 on Organizational Structure Civil Service Police Unit. “(Interview, October 2011).

Statement of Administrative Assistant is reinforced by Arif Handoyo, SH, Head of the Legal Secretariat Tuban Regency which states that:

“Restructuring Policy Implementation in Tuban regency refers to the PP. 41 of 2007 on Guidelines for the Organization of the Region, which was then followed up by the Government of Tuban District issued Local Regulation. “(Interview, October 2011).

Administrative Assistant to the statement, other than statements reinforced by the Head of the Legal Secretariat Tuban district also strengthened by the statement of former Secretary of Tuban Regency which states that:

“There are two regulations that are used as the basis for structuring the organizational structure of government policy areas, namely Government Regulation Number 41 Year 2007 on the structure of the regional and Government Regulation No. 38 Year 2007 concerning Division of Government, Provincial, and Local Government of Regency / City. Regent commissioned a technical team to prepare draft regional autonomy Local Regulation (draft) Tuban district of the division of governmental affairs and organizational structure of Tuban regency. Then the draft is discussed in Tuban Regency. Local Government and the Parliament approved the draft regulation for the Tuban district designated as a regional regulation. Tuban District Regulation No. 01 of 2008 dated 11 April 2008 on the Government Affairs Tuban regency. Tuban District Regulation No. 02-06 of 2008 dated 11 April 2008 on the Organization of the regional. Under Regulation 01/2008 and Regulation Technical Team Otoda 02-06/2008 draft decree No. 32-54 of 2008 Description of Duties, Functions, and Administration of the Regional Secretariat, Parliament Secretariat, Office, Technical Institute, and Other Institutions for use as a guide in the preparation of programs SKPD “(interview, January 2012).

Of the three official opinion can be concluded that there are two regulations that are used as the basis for structuring the organizational structure of government policy areas, namely Government Regulation Number 41 Year 2007 on the structure of the regional and Government Regulation No. 38 Year 2007 concerning Division of Government, Provincial, and Local Government District / City. Regent commissioned a technical team to prepare draft regional autonomy Local Regulation (draft) Tuban district of the division of governmental affairs and organizational structure of Tuban regency. Then the draft is discussed in Tuban Regency. Local Government and the Parliament approved the draft regulation for the Tuban district designated as a regional regulation. Tuban District Regulation No. 01 of 2008 dated 11 April 2008 on the Government Affairs Tuban regency. Tuban District Regulation No. 02-06 of 2008 dated 11 April 2008 on the Organization of the regional, Under Regulation 01/2008 and Regulation 02-06/2008. Technical Team Otoda draft decree No. 32-54 of 2008 on the description of tasks, functions, and Administration of the Regional Secretariat, Parliament Secretariat, Office, Technical Institute, and Institute Others to be used as guidance in the preparation of programs SKPD. For more details, here is presented a picture of the policy implementation process of restructuring in Tuban regency.

### **Restructuring Organizational Structure and Function**

Understanding of organizational restructuring in the literature review can be viewed in the narrow sense of the effort to recycle the structure and function of existing organizations. Thus, the restructuring include aspects of organizational performance, operational cooperation, systems and procedures and delegation of authority. While the restructuring of the organization in a broad sense, covering all aspects of the organization which greatly affects the productivity of the organization, which includes human resources, financial and other resources, including infrastructure. Restructuring the organization in this study was defined as the activity recycles elements of existing organizations in order organization can function more effectively and efficiently in accordance with the expected goals.

In the recycling method downsizing (downsizing) and rightsizing (development) as seen in Tuban District Regulation No. 2 Year 2008 on Regional Secretariat of the Organization Structure, Tuban District Regulation No. 3 Year 2008 regarding Organization Regional Office, Regional Regulation No. Tuban : 4 of 2008 on the Organizational Structure of the Regional Technical Institute, Tuban Local Regulation number: 5 of 2008 on Organizational Structure and Sub-District, Tuban District Regulation No. 6 of 2008 on the Organizational Structure of Civil Service Police Unit.

There are four basic changes made in the Organizational Structure of the District Government of Tuban: (1) Merger Office, (2) Establishment of a New Agency, (3) Establishment of New Offices, and (4) Streamlining Echelon IVa. Stooling of affairs in the organizational structure should not be formed into own organizations, but may be held merging multiple affairs. If held merger, the merger of the affairs of government affairs adjusted the stooling grouped in the form of services and technical institutions.

With the division into SKPD affairs has described the integration of structure and function of the organization. However, it still needed more policy implementation. Derivation is more implementation policy set forth in the decree No. 32-54 of 2008 concerning the basic tasks and functions that are based on Tuban District Regulation No. 01 Year 2008 regarding the distribution of affairs and Tuban regency Regulation No. 02-06 of 2008 concerning the organizational structure.

### **Effect of Restructuring Policy Actors in Tuban district**

According to Howlett and Ramesh [7] argues that what is meant by policy actors are actors involved in policy formulation. There are five indicators, namely the elected Officials, appointed officials, interest groups, research organization, and the mass media. However, Islamy [2] argues that public policy system in Indonesia is

different from the perspective of Howlett and Ramesh [7]. System of public policy in Indonesia includes the political infrastructure and the political superstructure. Political infrastructure includes political parties, interest groups, mass media and citizens.

Based on the experts thought implies the importance of identifying the actors of public policy. To identify the policy actors, Wahab [11] suggests the need for a careful formulation of space policy (policy space) which is then linked with the policy issues (policy issue area). Policy space is indicated by the number of actors whose presence is relatively stable and the importance of a policy is easy to see. While the policy issues are part of the political environment is directly related to the policy to be analyzed.

Related study, which categorized the policy space, is the design of the drafting team of local regulations, while the policy issue is the parliament. Policy implementation process of organizational restructuring Tuban regency administration begins with the formation of the drafting team draft local regulations involving the heads of department, head of the body, and head office. The draft regulations are discussed in Tuban district legislature then established. There are two products that have established regional regulation, namely: (1) of the Government Affairs area of Tuban and (2) Regulation on Government Organization Tuban regency. Then there was grouping into the affairs of government organizational structure of the main tasks and functions of the device. Based on the duties and functions, each Local Government Unit (SKPD) structuring and budgeting for the next program of activities carried out after approval.

Of opinion can be drawn a conclusion that the effect of Restructuring Policy Actors in Tuban regency role in determining the range of units that formed the area, although it is discussed first in the executive team then discussed with the Regents next Tuban Regency forwarded to the Commission in particular A to be discussed together, which then passed in a plenary session.

#### **Application of the instruments used in the Restructuring Policy Implementation in Tuban district**

Application of the instruments used in the implementation of policies related to the restructuring of the Formulation Team Draft Local Regulations in Tuban regency refers to the rules regarding the criteria for the establishment of the center of regional work units. This is consistent with the statement of Mr. Bambang Soemantri Administrative Assistant are:

“The application of instruments used in the Restructuring Policy Implementation in Tuban district associated with the Local Regulation Plan Formulation Team (regency) refers to the rules regarding the criteria for the establishment of the center of regional work units”. (Interview, October 2011).

This statement is reinforced Handoyo Arif, Head of Legal SH deliver:

“The instruments used in the implementation of the restructuring policy in Tuban regency is refers to the PP. 41 of 2007 “. (Interview, October 2011).

Of opinion can be taken meaning that the application of instruments related to the implementation of the restructuring policy Formulation Team Draft Local Regulations in Tuban regency did not dare contradict what has been outlined by the central government, particularly regarding the criteria for the establishment of regional work units are not courageous in opposition to Government Regulation No. 41 in 2007.

Officials of the opinion can be drawn a conclusion that the application of the instrument in the implementation of the restructuring policy in Tuban regency tried to accomodate Local regulations as well ask for input from each work unit area.

#### **Implementation Impact Of Restructuring Program Implementation**

Any policies that have been made and implemented will bring a certain impact on target groups, both positive (intended) or negative (unintended). Furthermore Islamy [2] suggested several forms of policy consequences, namely: (1) The impact of policies that are expected or unexpected, (2) Waste policy toward those not of policy objectives, (3) The impact of policy on current conditions or future conditions, (4) The impact of policy on direct costs, and (5) The impact of policy on direct costs .

Implementation of these activities are based on the programs outlined its vision and mission of the Regional Government in accordance with the duties and functions of each. Compiled programs set forth in the DPA that a policy can be realized. Program and Budget in Unit (SKPD) must first set the legal basis of Regulation on Regional Budget.

In connection with Disdikpora effectiveness, there is no official statement from the object to or having problems. However, analysis of the unit in charge of the post stating the problem in Disdikpora is youth and sports affairs. In the municipality of Tuba there are 20 districts. Meanwhile, youth and sports affairs are managed by Kasi so just load was too heavy so ideally youth and sports department of its own. However, the magnitude of constrained operating costs due to form-UPTD UPTD in each district.

## CONCLUSION

Based on the discussion of research results, conclusions can be drawn about the Restructuring Policy Implementation Organization of Tuban District as follows:

1. Identification of the Restructuring Policy Implementation in Tuban district, principally in the form of programs that are compiled in the DPA, so that a policy can be realized. Implementation of public policy in the form of implementation activities which are translated directly from a public policy through policy formulation is still common. Then followed up by policy guidelines and technical instructions of the Government Regulation No. 41 of 2007 and Government Regulation No. 38 of 2007, which is positioned as a public policy that is used to guide implementation.
2. Effect of Restructuring Policy Implementation Actor in Tuban district, beginning with the formation of the drafting team draft local regulations involving the heads of department, head of the body, and head office. The draft regulations are discussed in Tuban district legislature then established. There are two products that have established local regulations, namely: (1) Local Regulation of District Government Affairs Tuban and (2) Local Regulation on the Organizational Structure Governing Tuban regency. Then grouped into the affairs of government organizational structure of the main tasks and functions of the device. Based on the duties and functions, each Local Government Unit (SKPD) structuring and budgeting for the next program of activities carried out after approval. Based on the implementation process can be concluded that the implementation of organizational restructuring policy Tuban regency administration is top down. Associated with the above explanation that the Restructuring Policy Implementation Actor Influence in Tuban district is colored various shades of the local unit was formed in Tuban, this is first discussed in the executive team then discussed with the Regents next Tuban Tuban Regency forwarded to the Commission in particular for A considered together, which then passed in the plenary session.
3. Application of the instruments used in the Restructuring Policy Implementation in Tuban district can be viewed from 3 (three) terms, namely:
  - Application of the instruments used in the Restructuring Policy Implementation Plan related to the Formulation Team in Tuban District Local Rule refers to the rules regarding the criteria for the establishment of the center of regional work units with reference to Government Regulation No. 41 of 2007.
  - Application of the instruments used in the related Restructuring Policy Implementation Discussion Tuban Regency done through discussions held by the commission A Tuban Regency along with the executive team, led by Secretary of Tuban regency.
  - Application of instruments in the Restructuring Policy Implementation in Tuban regency tried to accomodate Local Regulations in addition to soliciting input from each work unit area.
4. Implementation Impact Of Restructuring Program in Tuban district can be viewed from 3 (three) terms, namely:
  - Implementation Impact Of Restructuring Program in Tuban district which includes the grouping of affairs into the Organizational Structure Governance (Regional Regulation About Auth) have been divided on the overall organizational structure in Tuban regency government, hoping to be implemented by the regional work units as well as possible with the hope of increasing performance of the work units, although some units of work in general, there is need for human resource development, infrastructure provision.
  - Implementation Impact Of Restructuring Program in Tuban district that includes the Program and Budget (SKPD) run in accordance with applicable regulations.
  - Implementation Impact Of Restructuring Program in Tuban Regency which include implementation of (the regional) can be implemented in accordance with duties and functions of the organizational structure which then made a further program of activities organized in the DPA.
5. Recommend the model structure and functions of Local Government organization is named: Model structure and function of Local Government organizations, namely: in fact, the field conditions associated with the Organization of the Restructuring Policy Implementation Tuban District Restructuring Policy Implementation in the identification associated with the grouping of Affairs to the Government Organizational Structure (Local Rules About Auth), associated with the Program and Budget (SKPD), associated with the implementation of (the regional), influence Actor Restructuring Policy, Implementation of instruments used in the Restructuring Policy Implementation Plan related to the Formulation Team Local Rule (regency), associated with discussion of District / town, linked to the Local Rules, Impact of Restructuring Program Implementation which includes grouping Affairs in Government Organizational Structure (Regional Regulation About Auth), includes the Program and Budget (SKPD), includes the implementation of (the regional) in accordance with the provisions of the applies, so that the resulting structure of the ideal of regional government.

## SUGGESTION

Based on some of the conclusions noted above, particularly those related to the Restructuring Policy Implementation Organization of Tuban District, then the suggestion that the perceived need to be addressed include the advice of academic / theoretical and practical suggestions, each of which is as follows:

### 1. Proposed Academic / Theoretical

Based on an analysis of the identification of Restructuring Policy Implementation in Tuban, it can be put forward suggestions of academic / theoretical as follows:

- 1.1. With Impact Of Restructuring Program Implementation which includes grouping Affairs in Government Organizational Structure (Regional Regulation About Auth) in accordance with applicable regulations, thus resulting organizational structure of the ideal device.
- 1.2. With Impact Of Restructuring Program which includes the implementation of the Program and Budget (SKPD) in accordance with applicable regulations, thus resulting organizational structure of the ideal device.
- 1.3. With Impact Of Restructuring Program Implementation which includes the implementation of (the regional) in accordance with applicable regulations, thus resulting organizational structure of the ideal device.

With the theoretical basis of the ten suggestions submitted, can be formulated a main advice is the answer to the objectives contained in the title of the dissertation. Suggestions are as follows:

- 1.4. With Restructuring Policy Implementation of the regional organization, identification of policy implementation associated with the grouping Affairs Restructuring in Organizational Structure Governance (Regional Regulation About Auth), associated with the Program and Budget (SKPD), associated with the implementation of (the regional), Effect of Restructuring Policy Actor, application of the instruments used in the Restructuring Policy Implementation Plan related to the Formulation Team Local Rule (regency), related to the discussion of District / town, linked to the Local Rules, Impact Of Restructuring Program Implementation which includes grouping Affairs in Government Organizational Structure (Local Regulation On Auth), includes the Program and Budget (SKPD), includes the implementation of (the regional) in accordance with applicable regulations, thus resulting organizational structure of the ideal device.

### 2. Practical advice

To be able to get out of the problems identified above, the practical advice of researchers, namely: In implementing the policy of restructuring of regional government in Tuban regency government should involve all stakeholders in the decision and ask for input from academia, community leaders and other agencies for perfection of the organizational structure in accordance with the aspirations of local communities and local interests.

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