

POLICY EVALUATION ON LOCAL ORGANIZATIONAL ARRANGEMENT OF THE REGENCY GOVERNMENT OF BANYUWANGI EAST JAVA PROVINCE

Pudji Astuty

Dosen Tetap STISOSPOL Waskita Dharma Malang

Abstract

The development of local governments always go hand in hand with the advancement of the Indonesian political system. This study was intended to describe in depth and systematic changes that occur, to underly reasons and implications as well as to analyze the organizational restructuring of the Local Government of Banyuwangi by using rightsizing approach. Research method type is descriptive and used qualitative research approach. The findings showed that in carrying out the organization's performance of Banyuwangi local office there are push and pull of authority between organizational units as a result of the overlapping power among institutions, and also overloaded duties and authorities due to the existing condition of slim local government organizations. The study recommended for sustainable restructuring of local government organizations in the Banyuwangi Regency.

Keywords: local government autonomy, restructuring of local government organizations.

Introduction

Research Background

The development of local government always goes hand in hand with the development of the political system of a country, so the model of governance tends to follow changes in the political system (Smith, 1985). The same circumstances happen in the political system that developed in Indonesia. In the post-New Order, there are three principles used in local governance, namely principles of decentralization, of deconcentration and of assistance (LAN, 2003: 10).

The principle of decentralization is the devolution of power by the government of the autonomous regions within the framework of the Unitarian Republic of Indonesia (LAN, 2003: 110). However, the principle of decentralization which is developed, in fact did not contain aspects of devolving as desired by the political perspective of decentralization, in which the principle emphasizes that decentralization is the devolution of power from central to local government. It is a matter of fact today that it sounds accurately described as "quasi-autonomy." This article is written by

Mardiyono and Ainul Hayat as senior lecturer for the Faculty of Administrative Science, University of Brawijaya.

According to Robbins (1994), the principle of such a government with his trademark, among others; vertical structure, bureaucracy is thick and character interventionist; was not able to adapt themselves to the new economic, social and cultural situations which are undergoing rapid change. Faced with such a situation, the necessary political decisions both from the central and the local governments are serious and consistent reform model of the organization of the region in terms of public services, local revenue generation and combination between them. One product that is important reform is the enactment of the Act No. 22 the Year 1999 on Local Government, which basically intended to decentralize the national government system based on the system of democratic government and autonomous. Concrete manifestation is the provision of a greater portion of the authority in running the local government of the autonomous regions. This policy gave birth to hope to improve the

responsiveness of the Local Government of the dynamics and aspirations of the people.

Yet, it is undeniable that the regulations governing the provision of greater authority to the region can not be implemented firmly and clearly. Financial balance between central and local government for example, can not have an impact on the improvement of financial conditions in the region. This condition open the chances of overlapping authority between organizations/institutions that have shaped in the region. Thus poor institutional structure and rich function are not yet fully implemented. There rise many problems as the object of this study, among others, regarding the overlapping structure and authority of existing institutions as well as overlapping duties between those institutions. Such conditions greatly affect the independence forces in the region as well as flexibility in terms of service to the community.

Establishment of the local organization in Banyuwangi has been established by the Regency Regulation No. 15 of 2009, about the formation, position, duties, functions and organizational structure of the Region Banyuwangi in the implementation of The Act No. 32 the Year 2004. After running one year, it is considered that the time has come to evaluation focused on efforts to draw lessons from the experience to adjust strategies and modify the program or the duties and functions that is underway, as well as improving the design of the program in the future. With these evaluations, it is expected that the organizational structure of the Local Government including staffing will be able to develop the agency's performance significantly with the context of local autonomy, referring to the implementation of the Act No. 32 the Year 2004 and the Act No. 33 the Year 2004.

Purposes

By paying attention to the key issue in the autonomy region as noted above, the purpose of this study is to describe, analyze and evaluate the following matters: (1) Existing Conditions arrangement of the local organization in Banyuwangi, (2) The

supporting and constraining factors to the structuring of organization in Banyuwangi Regency, and (3) The ideal model structuring of local organization in Banyuwangi (upzising, rightizing or downsizing).

Discussion

Conceptual Dialogue

a. Local Autonomy

Mawhood (1987) defines autonomy as a freedom the which is assumed by a local government in both making and implementing its own decisions. While decentralization is defined as, the devolution of power from central to local government. Furthermore, Lemieux (1988) in Zuhro (1998), states that decentralization is a freedom to make their own decisions, both political and administrative decision-making while respecting the legislation.

Local autonomy by Kjellberg (1995) referred to the local self-government. Further, he said that the local autonomy are three sets of values, which include: liberty or otonomy, democracy or partisipation and effeciency. First, that the freedom or autonomy as the main value of the theory of local self-government, which is a concept of freedom from something and the freedom to do something. This means that there is freedom of the public to limit the interference of government to act in a cooperative problem solving. Second, that the participation or democratic means to strengthen societal democratization required the active participation of society itself, either used it as a destination and as a tool. Third, efficiency is the result of the implementation of local autonomy in the above elements. Autonomy and participation of local bodies representative is the most appropriate way to handle the differences between the needs and demands of society, so that the efficiency can be achieved. Somewhat different from Kjellberg, Toune (1995) stated that there are four things in autonomy, namely (a) the establishment of representative local institutions, (b) the presence of local financial resources are adequate and (c) any administrative responsibilities of local governments in the local security, social welfare and economic development, and (d)

the freedom to take the initiative different from other localities.

The degree of local autonomy does not depend on the form of the state, but depend on the pattern adopted by the country's government (Smith, 1985). Another factor affecting the degree of local autonomy is the small local income, the amount of assistance center, less strong and local tax revenue collection system as well as the breadth of the scope of the surveillance center. So it can be said that the degree of autonomy is highly dependent on geography, history, culture, economy and political system of a country. For that according to Hart (1976), if the autonomy needs to develop, advance the necessary commitment of the government, because without the government's commitment to democratization it will lead to non democratic practices in the administration of local government.

With the passing of amendment the Act No. 22 the Year 1999 about Local Government and the Act No. 25 the Year 1999 about Financial Balance between Central Government and Local Government by the Act No. 32 the Year 2004 about Local Government and the Act No. 33 the Year 2004 about Financial Balance between Central and Local Government, can be interpreted that the state provide more flexibility for districts to organize local autonomy based on the principles of democracy, participation, equity and considering the potential and diversity of the regions in the hope of bringing change in performance that touches the lives of local government society as a whole.

b. Impact Evaluation of Public Policy

Policy evaluation is one of the scope of the study of public policy analysis. The importance basis of the of policy evaluation, because often a risky state policy to fail. Hogwood and Gunn (1986) quoted by Abdul Wahab (1990) divides the policy failure within two categories, namely not implemented and implementations are not successful. Not implemented implies that a policy is not implemented as planned, while not successful implementation usually occurs when certain wisdom has been implemented as planned, but given

unfavorable external conditions, policy impact did not succeed in achieving the desired actual output. Usually policies that have the risk of failure is caused by factors: bad execution, bad policy or bad luck. Study or evaluation of the impact of policies intended to examine the effects of a policy, or in other words to search for answers to what happened as a result of the implementation of the policy. Cook and Scioli (1975 in Dolbeare (editor), 1975) states that *"the policy impact analysis entails an extension of this research area, while at the same time, shifting attention toward the measurement of the consequences of public policy. In other words, as opposed to the study of what causes the policy, impact analysis centers on the question of what causes policy "*. So, a brief analysis of the impact of wisdom to focus on what the policy causes problems as opposed to study what causes policy.

The concept of impact evaluation has a similar meaning to the concept of policy evaluation mentioned above, which is defined by Dye (1981) who said that, *"Policy evaluation is learning about the consequences of public policy"*. In a more complex definition, *"Policy evaluation is the assessment of the overall the effectiveness of a national program in meeting its objectives, or assessment of the relative effectiveness of two or more programs in meeting the common objectives"* (Wholey, 1970, in Dye, 1981) . Thus, the policy evaluation is an activity to assess the consequences or impact of the policy of the government programs.

c. Institutional Analysis of Restructuring Local Organizations

Numerous studies have shown a link between the organizational structure and the performance of the organization concerned (Mintzberg, 1979). In connection with ineffective, inefficient and not adaptive performance of the local apparatus, the study about the structure of the organization is especially important as an input for apparatus local institutional arrangements.

By using the model of Mintzberg (1979), the organizational structure of the

region can be grouped into five initial function, namely: strategic apex, middle line, technostructure, support staff and operating core. Mintzberg organizational structure model approach can also be used on each unit of local government organizations.

Stoner (1986) argues that changing the structure includes a realignment of its internal systems such as communication networks, or work flow management hierarchy. According to Robbins (1994), the restructuring involves three components, namely organizational structure; complexity, formalization and centralization.

Organization Department of the Interior Bureau (2000), said that based on the analysis of the determinants of local government organization, organizational structure which includes the authority possessed patterns, needs and abilities of the area and the development of people's demands, then it should be considered some of the basic foundation of the organization, namely:

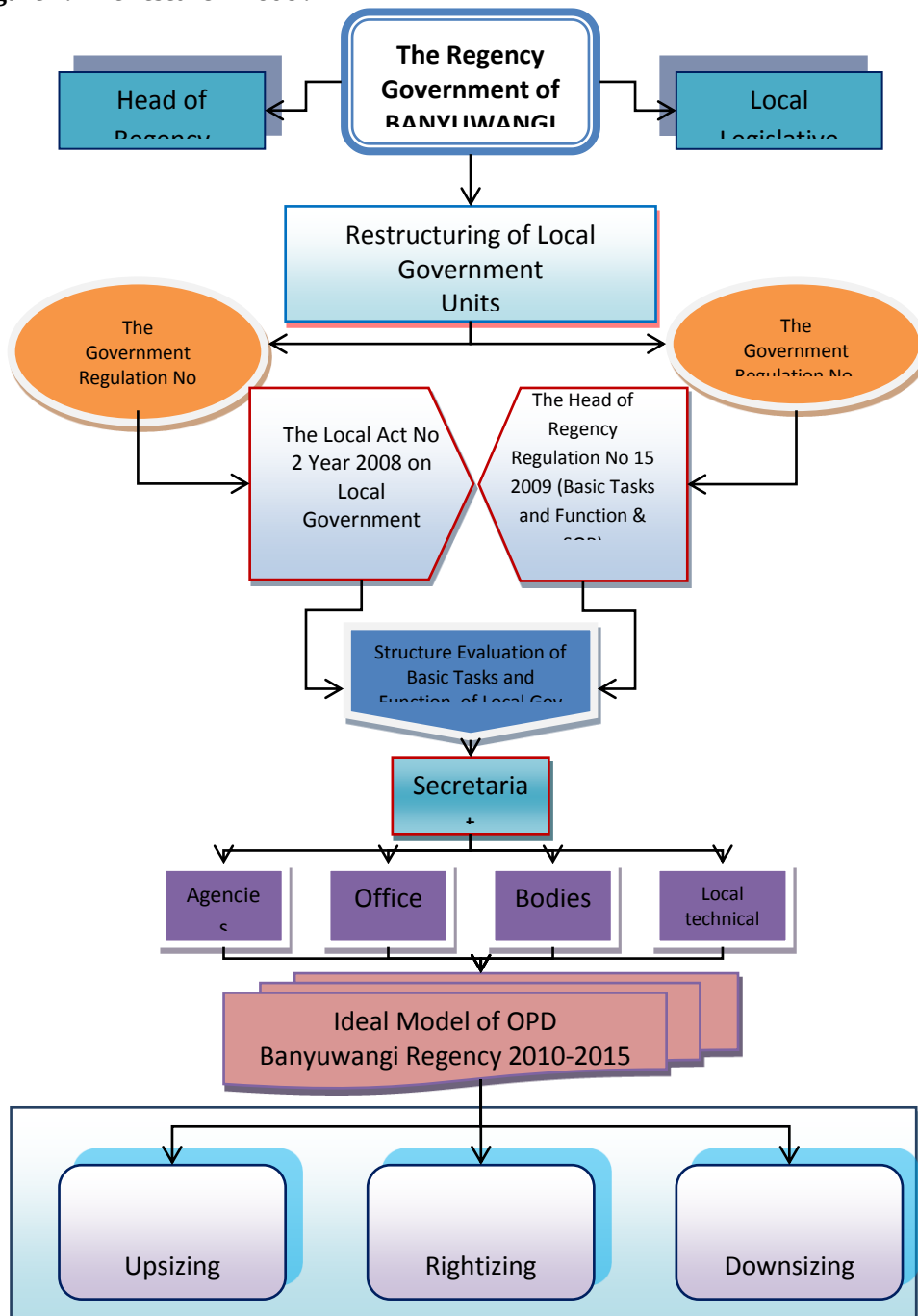
1. The process of unification, namely the incorporation of several units which have similar characteristics to the task in one umbrella organization. Unification step is performed after the analysis of the results obtained and the structure of the principle determinant of people's needs
2. Deorganization process, which continued the process of analysis of structural determinants that lead to the

elimination of an organization for its role no longer be considered significant. The significance of this role can be seen from the level of continuity of existing activities in an organization.

3. The process of revitalization, which empowers the existing organizations in accordance with the dynamic development of its functions.
4. Privatization, namely the delegation of government affairs to the private sector or non-governmental institutions.
5. The range of control (Span of Control), which is an organizing concept by considering the effectiveness of the control range of each structure existing positions in an organization.
6. Flexibility, namely the concept of the preparation of the organization to take into account possible changes or environmental dynamics, technology, workload, the needs of the community so that the organization set up someday be amended in line with the dynamics and is not regarded as something permanent.

Restructuring of the local organization, according to the Government Regulation No. 41 of 2007 should consider a few things: the authority possessed by the local government, characteristics, potential and needs of the region, fiscal capacity, availability of personnel resources and the development of inter-local cooperation patterns and or by a third party. The above concept and theory can be broadly described in the following lines of inquiry:

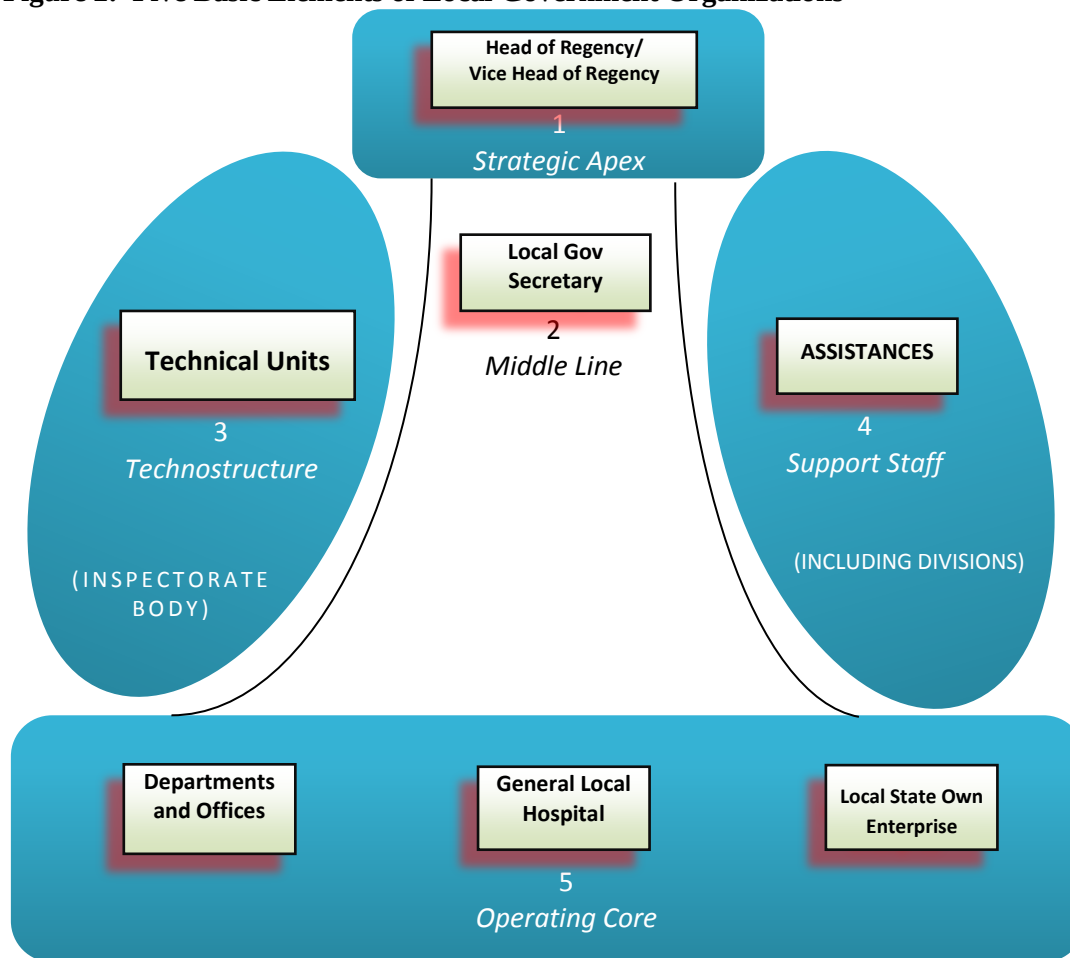
Figure 1: The research model.



1. Findings and Discussion

By using the model of Mintzberg (1979), the organizational structure of Banyuwangi Region can be grouped into five initial functions, namely: Strategic Apex, Middle Line, Technostructure, Support Staff, and Operating Core. The fifth relationship of local government organization structure function can be described as shown in figure 2.

Figure 2: Five Basic Elements of Local Government Organizations



Source: Adapted and developed from The Mintzberg Model, 1979.

In order to realize Banyuwangi local organizations rich functions, effective and efficient in performance, Banyuwangi local government currently need to restructure local organizations. This restructuring aims to streamline the organization in addition to the region, as well as their solutions of authority between organizational units caused by the overlapping duties of office, as well the existence of institutions that excess workload. Referring to the results of the analysis of the problems of local office duties that have been described in the previous section, as well as guided by the Government Regulation No. 41 of 2007 concerning the local organization, and the Local Act No. 57 of 2007, the restructuring needs to be done by the Government of Banyuwangi to enhance the organizational structure and governance arrangements government work. For the structure of the

organization itself, the government of Banyuwangi has an organizational structure that is too lean for a district that includes the value of A (score 100). The local organization consists of 11 departments, 4 bodies, and 5 offices which led to the organization does not run with maximum performance and lead to overload of tasks and powers several organizational units.

The Government Regulation No. 41 of 2007 accommodate more institutional look at the issue solely as a matter of institutional structure by not considering other dimensions of local institutions such as the apparatus, system of governance and values of the organization, will result in significant changes in the institutional structure. Of the agencies and technical institutions in accordance with categorization, many of which are also not going to be intact but must undergo restructuring in the form of changes in body

shape into a service agency/office or otherwise, solving agency, smelting, as well as the establishment of new institutions.

Conclusion

1. The big “mistake” of the design of institutional restructuring in local government under the Government Regulation No. 41 the Year 2007 is that the regulation seeks institutional problem solely as problem of institutional structure. High standardization made by the regulation didn't consider dimensions other than local institutions such as apparatus, SOP, and basic organizational values. This fact can be looked from policy essential that more emphasis on three aspects, such as (1) uniformity of local institutional nomenclatur; (2) determining the number of local institution on the basis of calculation over number of population, scope of territory, and number of local government budget; (3) local institutional classification and determining other changes such as local officialdom (*eselonisasi*).
2. The above variety of regulation in turn resulting in big consequences for local institution. To the Banyuwangi Regency case, accomodating that regulation completely will cause significant changes of institutional structure. Among units and local technical units suited to classification. For example, many of them become imcomplete because they are restructured either changes its formation such as changing agency becomes body or office or vice versa, and also division, merger, new unit creation or even termination.
3. In order to perform effectively and efficiently, Banyuwangi local government currently need to restructure local organizations. This restructuring aims to apply the pattern in addition to the maximum local organizations, as well as a solution to overload its duties and authority in some organizational units. Referring to the findings of the analysis to the problem of the structure of Banyuwangi Local Organizations and

the contributions of the region office, as well as guided by the Government Regulation No. 41 of 2007 on local government organization which mandates the return of the region to streamline its organizational structure, the restructuring needs to be done by the Banyuwangi Government to enhance setting organizational structure and working procedures of government.

References

- Abdul Wahab, Solichin, 1990. *Evaluasi Kebijakan Publik (Public Policy Evaluation)*, Faculty of Administrative Science, University of Brawijaya and Institute of Teaching and Education, Malang.
- Cook and Scioli.1975 Dolbeare, (1975) *Impact Analysis In Public Policy Research* in book Dolbeare, Kenneth (editor), Public Policy Evaluation, SAGE Publication. Beverly Hills
- Dye Thomas R., 1981, *Understanding Public Policy*. Prentice Hall, Eglewood Cliff, N.J.
- Government Regulation No. 41 of 2007 on the Local Organizations.
- Hart, K. David. 1976. “*Theories of Government Related To Desentralization and Citizen Participation*”. Public Administration Review. January/February 1996.
- Kjellberg, Francesco, 1995. “*The Changing Values of Local Government*” In ANNALS, AAPSS, 540, July 1995. American Academy. P. 40-50.
- Lembaga Administrasi Negara RI. 2003. *Sistem Administrasi Negara Kesatuan Republik Indonesia: Prinsip-prinsip Penyelenggaraan Negara (Public Administration System of Indonesian Unitarian State: Principle of State Governance)*. Jakarta, LAN.
- Mawhood, Philip. 1987. *Local Government in the Third World*. New York: John Wiley & Son.

- Mintzberg, Henry. 1979. *The Structuring of Organizations*. Prentice Hall, New Jersey.
- Organization Department of the Interior Bureau (2000),
- Robbins, Stephen P 1994, *Organization Theory, Structure, Design and Its Application*, translated by Yusuf Udaya, Arcan, Jakarta.
- Smith, BC. 1985. *Desentralization Dimension of The State*. George Allen & Unwin. London.
- Stoner, James A.F.; Wankel, Charles. 1986. *Management*. Published by Prentice-Hall
- The Act No. 22 of 1999 on Local Government.
- The Act No. 32 of 2004 on Local Government.
- The Act No. 33 of 2004 on Balancing of Local Government Finance.
- The Local Government Act No. 2 of 2008 on Banyuwangi Local Organizations.
- Zuhro, R. Siti (ed). 1998. *Pemerintahan Lokal dan Otonomi Daerah di Indonesia, Thailand dan Pakistan (Local Government and Local Autonomy in Indonesia, Thailand and Pakistan)*. PPW-LIPI. Jakarta.