

# Alternative Model

*by* Irwan Tahir

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**Submission date:** 22-Jul-2019 11:28AM (UTC+0700)

**Submission ID:** 1153924395

**File name:** Proceeding-ICONPO-VII-2017-halaman-1139-1145\_20.pdf (195.48K)

**Word count:** 2148

**Character count:** 12410

## ALTERNATIVE MODEL FOR MANAGING- LOCAL ADMINISTRATIVE ORGANIZATIONS

M. Irwan Tahir<sup>1</sup>

Ani Martini<sup>2</sup>

Hasna Azmi Fadhillah<sup>3</sup>

(Institut Pemerintahan Dalam Negeri)

### ABSTRACT

*Decentralization policy that has been implemented in Indonesia for over a decade brings impact to the way central government share their authorities and the way local governments manage their administrative organizations. Despite these wider authorities, local governments in most regions Indonesia are still struggling to manage their subdivision. As a result, many administrative organizations are formed without looking at the basic needs of cities or municipalities. And even some of them are existed, but their functions do not fit properly with regional conditions. Using the management theory from Osborne and Gaebler (1992), we offer an alternative model to manage local administrative organizations. Differ to the current model which only follows the regulations without acknowledging local situations, our model shows all steps to form a local administrative organization from the start which accommodates both vision and mission of local governments. By doing so, managing local administrative organizations will not only be rule driven, but also mission driven.*

**Keywords:** decentralization, local government, administrative organizations

### A. INTRODUCTION

Decentralization policy is an important element to amend the governmental management. The centralized style of government who manages large areas with dense population from various backgrounds that practiced by Indonesian government in the past has been proved unsuccessful in improving public welfare. One solution has been offered is an authority sharing system. This aims to shorten the bureaucracy path that will bring public service delivery be more effective and cheaper.

To implement the authority sharing system, the Indonesian government has passed the decentralization bill into law. The efforts have been executed since 1999 to accommodate both public and governments' interests. These powers redistribution bills also manage the governmental affairs: relationship between central and local governments; local governance administration; supervision; finance; and local democratic development. These aspects are considered important when dispersing functions and powers from central government to local government in order to make people more prosperous.

Among all factors that have been mentioned previously, there is one element that plays an important role in the decentralization policies. It is the organization

structure. The supporting argument for this is sharing authorities from central government cannot be executed without proper organization structure that linked to the local government. To function effectively, local administrative organizations should also be re-managed as it will be the activities centre of local autonomy. For Indonesian case, two significant institutions that need to be reformed in the local level are: the organizations for politicians, such as regional leaders and the people's representative council in the local level; and the organizations for civil servants that consist of Regional Unit, District, and etc. These organizations have been the vocal points of local decentralization, thus the relationship between them often be ruled through local regulations that aims at maintaining harmonious connection.

In the local level, the reformation of bureaucratic organization has been focused on synchronizing the organization function with the local needs. The reasons behind this are the local organization has been the place for civil servants to fulfill their needs of self-actualisation. Furthermore, they also have been used as political tools to pursue the vision and mission of organizations. Looking at the complexity beyond the organization structure in the local level, it is argued that managing local administrative organizations should be carefully planned by considering rational options. And if it is implemented successfully, it will support the efforts of public administrative reformation. As it is known the classic model places the central government as a dominant actor in terms of public administration, however as the globalisation era starts, that situation has changed. Politics and other factors alter the way the public administrative organization acts. Therefore, some strategies are currently acted out to solve the problems that faced by the bureaucratic institutions, such as forming local administrative institution based on organizational substance. Ideally, local administrative organizations should support the purpose of local autonomy and help the regional leaders to implement their policies and programs. However, many local administrative organizations are formed based on the political interests and personal demands of civil servants. The bigger the local administrative organizations are, the wider the opportunities to get top positions at the organizations. As a result, the local budget has been wasted on employee operational expenditure rather than public affairs. Other than that, the current legislation on local public administration obliges all regions to have certain unit, this puts a lot pressure on the local regions which then worsen the public administrative management.

Consequently, there are some local institutions exist without clear functions and tasks, but only taking a high amount money from the local budget.

Looking up the guidance on local administrative organizations, the formation of an institution is related to the type of affairs that it handles. It means that an organization should be responsible to the tasks that it assigns for and would not interfere another organization that has different vision and mission. Yet it does not mean that all affairs should have one organization that manages everything that links on it. The problem that Indonesia faces is the formation of local administration does not employ the philosophical theories that should be the foundation of institution. As a result, these problems are arised: ineffeciency on the use of resource, expansion of controlling space and missing link among units, which cause conflict of interest between local administrative organizations that could worsen the quality of public service.

Other than that, the bills that rule out the local administrative organizations has not motivated the local governments to do more innovations on their organizational management that allows them expanding their authorities based on the vision and mission statements. With the lack of initiatives, the formation of local administrative organizations is often based on the scoring only without considering the regional characteristics, administrative factors, and political as well as economical aspects. In broader context, this results in the malfunction of government and the decline of regional development.

## **B. RULE-DRIVEN ORGANIZATION**

Currently, the existence of local administrative organizations has not supported the implementation of local autonomy, though it has fulfilled the regulational points. In fact, it has been the burden of local budget which the money has been gone to fund the salary of the civil servants rather than to fund the public service. This problem surely affects the way of local government acts and the structure of administrative organizations themselves. Clearly, the wider the organizations will increase the proportion of organizational positions which means that they present only for accommodating the interest of public employees.

However, the recent regulations mention that the basic consideration to form an administrative organization is the specific affair that the regions have. In other words, each institution should be responsible on the function and tasks that the local



government assigned them for. And it includes the budget management and human resources. Additionally, section 217 on the Bills of local government Act No. 23, 2014 states that each organization should be responsible for each function and task that they assigned for. In other words, there will be no assignments left when every organizations have their own responsibilities.

While the new regulation expects the local government could manage their sub-organizations in more effective way, the facts show different picture: the gap between regional vision and organizational size is undeniably large. Further, the method of rule driven organization that local government employs is no longer fit with the decentralization system that Indonesia implements as it depends heavily on the order of central government. And because of this, it even delays the local development process. Therefore, the need to change the philosophical theory of organizational formation from rule driven organization to mission driven organization is currently urgent to be executed soon (Osborne and Gaebbler, 1993).

### **C. ALTERNATIVE MODEL FOR MANAGING LOCAL ADMINISTRATIVE ORGANIZATIONS**

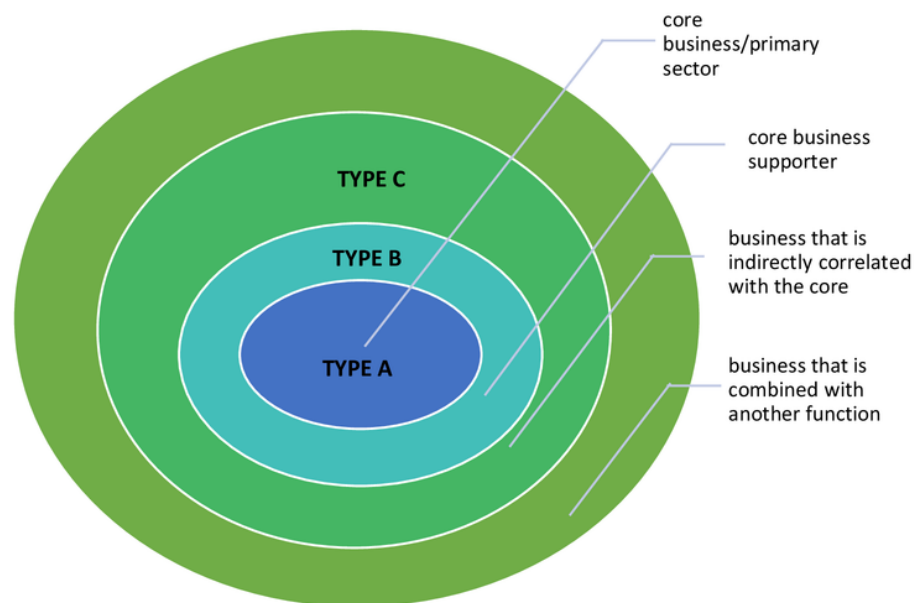
One important factor that should be considered in managing the local administrative organization is vision and mission statement that regions have. This statement consists of public hope and demands that they want to achieve in the future. In more general context, it could be defined as the finish line that they want to reach in their planning steps. When the regions could meet the criteria on their vision and mission statement, it means that they have been succeed in handling their development tasks. However, to achieve that results all parties should support every step in the process, including planning.

Planning itself has been divided according to the time span. The short one is created annually, while the others are arranged per 5 years and 20 years. In order to achieve the maximum results, the local leaders should create vision and mission statement based on the regional potential and then implement their campaign promises that is also supported by the human resources, policy platform, the existence of supporting administrative organizations, as well as sufficient budget. The current problem that is currently faced by most of local governments is misleading perception on the regulations that causes the organizational formation is only to meet

the civil servants' personal interests. While, ideally, it should be created to help the local leaders to enhance the regional development process.

Looking at the problems mentioned above, we propose the new model of organizational management at the regional level which began with the identification of core business. This step is considered important as it will be the base for vision and mission. And to create a proper policy that fit with the regional development, the vision and mission should be translated into the main function of each administrative organizations that the local governments have. For instance, when an organization becomes the prime mover in the development process, they should be categorized into type A.

**Picture 1: Organizational Model Based on the Core Business and Regional Vision Mission**



From the given picture, it clearly shows that the organizational formation should begin with creating “type A” organizations as prime mover that conduct core business at the local level. Then, it will be supported by “type B” and “type C” as core business supporter and indirect pillar. Aside from the last two institutional types, there

will be another type that is included in the circle which helps the implementation of non-basic public service policies. Differ to the other types that have been mentioned before, this typical institution can be jointly combined with another unit that has limited functional human resources. And if there is a case where a region has limited budget, one strategy that can be adopted is opting for amalgamation. It means that an organization can handle several governmental businesses. But, it may be employed for obligational non-basic public services (18 types) and optional non-core business. By applying this, the rank for the organization could be promoted to the upper level by one stage.

#### D. CONCLUSION

To implement public policies and enhance the quality of public service, the organizational reformation at the local level should start with managing administrative organizations. This strategy will not only fulfil the obligations from regulations, but also consider the characteristics of each region and the local needs. The aim is the administrative organizations are expected to be the central of regional autonomy. Besides it will be the bridge between local governments to execute the joint project that objects to public welfare, it will also encourage the local government to synchronize their business with the type of organization that they form. In the end the organizational formation will be based on both rule driven organization theory and mission driven organization (Osborne and Gaebler, 1992).

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