

The Institutional Restructuring of New Autonomous Region during Reformation Era in West Bandung Regency

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Abstract. *Research is aimed to describe and to analyze the issues related with the Institutional Restructuring of New Autonomous Region (DOB) during Reformation Era in West Bandung Regency. Research method is using qualitative approach. It is consistent to the comments given by Lincoln and Guba , Bogdan and Taylor quoted in Moleong , Kirk and Miller in Moleong , Bogdan and Taylor , Lofland and Lofland , Milles and Huberman, Nasution , Sugiyono , Moleong , Strauss and Corbin, Neuman, McNabb and David E , and Glaser . Result of research indicates that the Institutional Restructuring of New Autonomous Region (DOB) during Reformation Era in West Bandung Regency has been implemented in compliance with Government Regulation No.41 of 2007 about Local Officer Organization. Meanwhile, the size of Local Officer Organization is determined based on the parameter stated in Government Regulation No.41 of 2007. This regulation is followed up by The Decree of Internal Affairs Minister No. 56/2010 about The Amendment to The Decree of Internal Affairs Minister No.57/2007 about “Technical Guide for The Restructuring of Local Officer Organization” and also by Local Regulation No.3/2012 about Local Officer Organization of West Bandung Regency. Through these regulations, it has decided that the composition of Local Officer Organization comprises of 2 (two) Secretaries, 1 (one) Inspectorate, 1 (one) Body, 12 (twelve) Officials, and also Local Technical Agency consisting of 4 (four) bodies, 4 (four) offices, 1 (one) Public Guardian Police, and also other agencies including Local Disaster Mitigation Agency and the Secretariat of The Managing Board for Indonesia Employee Corp. At district level, there are 16 (sixteen) agencies. People aspiration seems not attended and never co-opted with practical politic (political parties).*

Keywords: *Restructuring, Organization, Decentralization, Reformation*

I. Introduction

The Institutional Restructuring of New Autonomous Region during Reformation Era in Indonesia has been rolled on in 1998 by the mandate “to produce better governance which is more transparent, more accountable, and more accommodative to the interests of Indonesian”. The restructuring is also aimed to emphasize on the distribution and development of people interest and the delivery of primary (quality) service to the community. To achieve this goal, thereby New Autonomous Region during Reformation Era in West Bandung Regency must conduct organizational restructuring against local government which is focused upon: (1) the restructuring of Local Officer Organization, (2) the restructuring of the task and function of Local Officer Organization, (3) the restructuring of the human resource of local government officers; and (4) the professionalism of local government officers in public service delivery.

Focus on the institutional restructuring of New Autonomous Region is aimed to facilitate the implementation of tasks and functions of Local Officer Organization in effective and efficient ways based on vision, mission, target, program policy, and activity stated in Local Middle-Term Development Plan. As stated in Local Middle-Term Development Plan for New Autonomous Region (DOB) during Reformation Era in West Bandung Regency, this goal is achieved by modifying the system and mechanism of work implemented in Local Officer Organization such that organization, functional order and human resource are comprehensively and maximally contributing to public service in better quality (primary service) to the community.

Primary service can be achieved if it walks along with the Institutional Restructuring of New Autonomous Region especially in the case of during Reformation Era. The service may be becoming simpler that allows professional Local Officer Organization to carry on the general tasks of government. People’s interest, hope and desirability are only loaded with the intension to have an Institution of Local Officer Organization which is accountable, professional and competent in meeting the demand and/or in satisfying what people hope from Local Government Agencies (SKPD).

The institutional restructuring of New Autonomous Region during Reformation Era in West Bandung Regency, as understood from national perspective, is designated to facilitate “general tasks of government”, and

also to produce people welfare as expected by National Constitution. This aim is achievable if Local Officer Organization in Autonomous Region is redefining itself through the restructuring of the organization, task and function of the organization, Human Resource, and Public Service Unit, by giving attention to the several aspects related to the institution of Autonomous Region, local potential, and local diversity.

Better quality of service provided by local government of West Bandung Regency to the community is requiring certain process. One stage begins with governmental administration which involves the restructuring against various focuses. It is important to be done because the government of Autonomous Region in West Bandung Regency must produce people welfare. Therefore, the restructuring of Local Officer Organization, its tasks and functions, human resource management, and Public Service Unit is representing a form of concretization from *Action Plan of Local Government*.

The institutional restructuring of New Autonomous Region during Reformation Era in West Bandung Regency is about the institutional restructuring of Autonomous Region in West Bandung Regency which emphasizes on organization, task and function, human resource, and Public Service Unit. The institutional restructuring of New Autonomous Region is always important because it helps to clarify organizational hierarchy from *Top Management to Lower Management*. This clarity (structure, function, Human Resource) helps the organization to achieve the goal.

Organizational failure from delivering good quality service to the community at all strata in New Autonomous Region in West Bandung Regency can be understood through several dimensions such as speed, precision, accuracy, affordability and security given to the community of service user. Therefore, "Working Cabinet of Jokowi-JK" proposes a movement called "Mental Revolution".

The change over the governance system, along with the institutional restructuring against local government of New Autonomous Region, opens the way for the application of decentralization system and local autonomy. The implication of this change is the reassertion of various aspects, including organization, function of each working unit, apparatus, and service system to deliver better quality service to the community. Therefore, the organization or institution of Autonomous Region must have clear discretion to implement tasks and functions because this attribute is inseparable part of local government administration.

The institutional restructuring of New Autonomous Region may impact on the change over the governance system of Local Officer Organization, but it aims to achieve the reformation mandate which demands for a change (Muttalib and Khan, 1982)[1], and the change can be understood from some perspectives such as the nature of reform, reform agent and environmental government. Decentralization is one device toward this change. Theory of Local Government says that decentralization can be acknowledged from social dimension, economic dimension, geographical dimension, legal dimension, political dimension and administrative dimension.

The function of local government in this matter is to regulate, to empower, to serve, and to develop the spirit of reformation since 1998. The spirit of reformation of local government can be understood from various perspectives such as structures, functions, behaviors and services.

One form of governmental reformation in West Bandung Regency is the institutional restructuring. Such institutional restructuring involves the restructuring of Local Officer Organization, the restructuring of the task and function of Local Officer Organization, restructuring of the human resource of the apparatus, and restructuring of Public Service Unit, which is aimed to produce not only "good government" but also "good and clean governance". Therefore, UNDP as quoted by LAN-RI (2000)[2] proposes nine characteristics of "good governance", such as: (1) participation, (2) rule of law, (3) transparency, (4) responsiveness, (5) consensus orientation, (6) equity, (7) effectiveness and efficiency, (8) accountability, and (9) strategic vision.

The principle of *good governance* proposed by UNDP is consistent to Brian (2007)[3], and this principle contains three approaches, respectively: (1) *Partial approaches to improve service provision can have positive demonstration effects, with the potential to spur change more broadly*, (2) *Partial reforms (for example, export-focused) of the investment climate can help crowd-in new private firms with the incentive and clout to push for continuing improvements*, and (3) *Approaches that enhance transparency and participation empower users of services (citizens, firms, and communities) to press for better public performance*.

Brian (2007)[4] affirms that the perspectives of the institutional restructuring of New Autonomous Region during Reformation Era are understood through a study of West Bandung Regency. The focus is given upon several aspects of restructuring such as the restructuring of Local Officer Organization, the restructuring of the task and function of Local Officer Organization, the restructuring of the human resource of the apparatus which implicates to work culture, and the restructuring of Public Service Unit which improves the satisfaction of public service user.

Departing from this background of problem, the author attempts to understand "The Institutional Restructuring of New Autonomous Region during Reformation Era in West Bandung Regency, West Java Province".

Referring to the background of problem, then research problem is: “How is the restructuring of Local Officer Organization in New Autonomous Region during Reformation Era in West Bandung Regency?”

By taking account this problem, the objective of research is to describe and to analyze the issues related with the Institutional Restructuring of New Autonomous Region during Reformation Era in West Bandung Regency.

II. Method Of Research

Method of research is qualitative approach. It is consistent to the comments given by Lincoln and Guba (1985)[5], Bogdan and Taylor quoted in Moleong (2007)[6], Kirk and Miller in Moleong (2007)[7], Bogdan and Taylor (1992)[8], Lofland and Lofland (1984)[9], Milles and Huberman (1992)[10], Nasution (1998)[11], Sugiyono (2007)[12], Moleong (2007)[13], Strauss and Corbin (1990)[14], Neuman (2000)[15], McNabb and David E (2012)[16], and Glaser (1992)[17].

III. Result And Discussion

The restructuring of New Autonomous Region during Reformation Era is to facilitate the positions, tasks and functions of Local Officer Organization to be more effective and efficient in delivering governmental service at local level. It is asserted at Government Regulation No.41/2007[18] about Local Officer Organization.

To achieve the effective governmental operation, The Decree of The Minister of National Officer Empowerment and Bureaucracy Reformation No.11/2011[19], Book 5, has explained the criteria and size of bureaucracy reformation success as the measure of “Government Effectiveness” as one component of six components of Worldwide Governance Index (WGI) released by World Bank. WGI has covered 212 states and periodically published since 1996. These six components of WGI are (1) *voice and accountability* (VA), (2) *political stability and absence of violence/terrorism* (PV), (3) *government effectiveness* (GE), (4) *regulatory quality* (RQ), (5) *rule of law* (RL), and (6) *control of corruption* (CC).

The measure of governance effectiveness as stated in WGI has inspired the release of Book 5 of The Decree of The Minister of National Officer Empowerment and Bureaucracy Reformation No.11/2011. This book is one of guides used in the Institutional Restructuring of Local Officer Organization in New Autonomous Region of West Bandung Regency.

Restructuring of Local Officer Organization

Before discussing about the institutional restructuring of Local Officer Organization in West Bandung Regency, it is important to welt together different perception and understanding, and also different assumption about the institutional restructuring of New Autonomous Region (DOB) during Reformation Era as a study that takes place in West Bandung Regency.

The institutional restructuring of New Autonomous Region (DOB) in West Bandung Regency is the restructuring of Local Officer Organization (OPD) in West Bandung Regency pursuant to Government Regulation No/41/2007 about “Local Officer Organization”. The size of Local Officer Organization is stated under some parameters (Enclosure in Government Regulation No/41/2007) that are explained within The Decree of Internal Affairs Minister No. 56/2010[20] about The Amendment to The Decree of Internal Affairs Minister No.57/2007[21] about “Technical Guide for The Restructuring of Local Officer Organization” and Local Regulation No.3/2012[22] about Local Officer Organization of West Bandung Regency. All these laws decide that the composition of Local Officer Organization comprises of 2 (two) Secretaries, 1 (one) Inspectorate, 1 (one) Body, and 12 (twelve) Officials; and also Local Technical Agency consisting of 4 (four) bodies, 4 (four) offices, 1 (one) Public Guardian Police, and also other agencies including Local Disaster Mitigation Agency and the Secretariat of The Managing Board for Indonesia Employee Corp. At district level, there are 16 (sixteen) agencies.

The restructuring as stated above is conducted to make the governance of local government to be more effective and efficient in undergoing their tasks and functions. Effective and efficient institutionalization of Local Officer Organization may produce professional bureaucracy as described by Mintzberg (1993)[23] who says that:

”The Professional Bureaucracy is unique among the five configurations in answering two of the paramount needs of contemporary men and women”, thus, the professional has the best of both worlds; he is attached to an organization, yet is free to serve his clients in his own way, constrained only by the established standards of his profession.

The scope of the restructuring of Local Officer Organization has covered the organizational size and the clustering of governmental issues in Local Officer Organization at New Autonomous Region in West Bandung Regency. It is consistent to what is stated by Mintzberg (1993)[24], that the restructuring is meant to establish the professional governance of local government with the spirit of reformation since its rollover in 1998[25].

Bureaucratic Professionalism in Local Officer Organization is just similar to what is found within five configurations of Public Organization. It can be understood by measuring how much is the capacity of Local Officer Organization in answering community demand without leaving the corridor of organization, but still it can innovate and serve the customers in self-expressive way based on the standard used as the guide to serve the spirit of reformation within governmental context.

The spirit of reformation is efficient and effective governance when the government is born from people, by people and for people. It must be noted that efficient and effective governance can be produced if Local Officer Organization is designed as the institution with less structure (simple structure) but with many functions that help the organization to produce bureaucratic professionalism supported by commitment, synchronization, and harmonization between Local Officer Organization, Local House of People Representative, Regency Government and Province Government.

The Institution of Local Officer Organization in West Bandung Regency has been restructured in pursuance of Local Regulation No.3/2012[26]. Result of field observation shows that of 107 informants, only 53 (49.53 %) states that the restructuring of Local Officer Organization is already good and 10 (9.34 %) affirms that restructuring is very good. It means that 44 (41.13%) pursues for improvement.

The restructuring with 100 % perfection is not easy as inverting the palm of hand, because the cause of characteristic and complexity is always in diversity. Therefore, the institutional restructuring of Local Officer Organization is performed to accommodate hope and expectation of community. The ideal institutional restructuring of Local Officer Organization is the shift of organization into that which can accommodate hope and interest of community. The organization is supposed not only meeting the demand of certain interest and/or certain group, but also becoming the model of the institutional restructuring of Local Officer Organization based on vision, mission, program and policy of Local Officer Organization which prioritizes public interest.

The realization of community's hope and expectation through the institutional restructuring of Local Officer Organization must consider several factors such as the availability of organizational structure and the strategic approach to improve efficiency and effectiveness of the implementation of task and function of Local Officer Organization in order to minimize the ineffectiveness of the implementation of task and function of Local Officer Organization.

Bureaucratic professionalism of Local Officer Organization in West Bandung Regency is not only enough with bureaucratic structure but also encouraging the efficiency and effectiveness of producing the balance between hope and demand, by (1) giving emphasis on the better utilization of human resource in local government, (2) hiring human resource in local government with greater commitment to maximum performance, and (3) recognizing the substances that must be met, (4) ascertaining the compatibility of these substances with vision, mission, policy and program stated in Local Middle-Term Development Plan, and (5) ensuring that human resource in Local Officer Organization has financial capacity to undergo their task and function.

The institutional restructuring of Local Officer Organization in West Bandung Regency is undergone in such way that the functions of working units in the environment of Local Government in West Bandung Regency will be implemented by manners of efficient, effective and accommodative, and oriented toward vision, mission, target and policy, and in pursuance of local government program in West Bandung Regency.

Successful governance of local government in West Bandung Regency is understood from the achievement rate and the capacity to incarnate the vision and mission of organization as stated in Local Middle-Term Development Plan (RPJMD). It must be noted that good vision is that can stimulate the mindset of peoples in Local Officer Organization which encourage them to achieve organizational aspiration. The vision also reflects the future that wants to be pursued, and the future is used as the lever of enthusiasm for achievement.

The implementation of local government system in West Bandung Regency is based on vision and mission. It represents new innovation that considers various momentums of participation of various actors such as governmental actors, private actors, and community actors in local government administration.

New innovation in local government administration is *Four Principles of "Innovations in Government"* as explained as follows:

"Momentum effects depend on actors' perceptions of the emerging "Interagency Collaborative Capacity" consisting of: (1) Bandwagon effects; (2) Consensus effects; (3) Trust and distrust effects; and (4) Enthusiasm effects. (Sandford Borins; 2008)[27]

The moments related to governmental innovation as said by Boris (2008) underscores the importance of institutional collaboration which considers various effects such as art, consensus, trust, and enthusiasm in manifesting vision, mission, program policy, and target of Local Middle-Term Development Plan (RPJMD) and Local Officer Work Unit Strategy Plan (RENSTRA).

The success of the government of West Bandung Regency in achieving the vision stated in RPJMD, which is followed by RENSTRA-SKPD from Local Government of West Bandung Regency, is determined by

several factors such as: (1) human resource quality, (2) bureaucratic environment, and (3) leadership capacity and willingness to achieve hope and interest of the people.

People interest can be satisfied if local governance implementer has authority to undergo the functions of local government, such as function of design, function of development, function of empowerment, and function of service, which all of them shall be met for people welfare. This people welfare is only achieved by the understanding of officers about anything elaborated in "*Knowledge Governance: Processes and Perspectives*" written by Nickerson, Silverman and Zenger (2007)[28] which is quoted by Heiman Bruce, Nickerson Jackson, and Zenger Todd (2009)[29] who identifies the things contaminate problem discovery and identification, for instance: (1) *Anchoring refers to sticking to the way something has been done in the past-letting path dependence drive thinking*; (2) *Perceptual bias refers to distinct cognitive frames possessed by individuals and their lack of ability to see beyond the frames they possess*; (3) *Information distortion refers to the inaccuracy of internal or external data available to a project team*; (4) *Dominance describes the condition when a top manager asserts authority or a highly talkative individual dominates conversation in such a way as to discourage discourse and contributions from others*; (5) *Groupthink is a highly popularized phenomenon in which groups quickly get locked in to inferior decisions or perspectives*; (6) *Primacy arises when events that happen first color or overshadow what comes later*; (7) *Satisficing was identified by Simon (1945)[30]. It implies that decision makers meet a criterion for adequacy rather than meet an optimality criterion*; (8) *Conflicts of interest arise when a team member pursues sub-goals that do not align with the goals of the project, team, or the organization. (Nickerson, Silverman, and Zenger (2007)[31] quoted in Heiman Bruce, Nickerson Jackson, and Zenger Todd (2009)).*

In accordance with Nickerson, Silverman, and Zenger (2007) which is quoted by Heiman Bruce, Nickerson Jackson, and Zenger Todd (2009), hereby Simon and Coase (1951)[32] quoted by Foss Kristen and Foss Nicolai J. (2009)[33] have declared that leader's authority in the decision-making is defined into two types, respectively:

"Definition (Type I Authority): Authority is a decision right that an employer acquires, because he expects to obtain only ex post contracting the relevant information that will make it possible for him to pick his preferred actions within a specified subset of actions, which he will then direct the employee to carry out.

Definition (Type II Authority): Authority is a decision right that an employer acquires, because he expects to obtain only ex post contracting the relevant information that enables him to delegate discretion to employees and constraining such discretion in ways preferred by him and within a specified subset of actions".

First definition suggested by Simon and Coase (1951) in Foss Kristen and Foss Nicolai J. (2009) is describing about a leader who has authority in making decision and action, and then, by the presence of leader's decision or action, the subordinates are directed to follow it. In second definition, it describes about the proper decision that is delegated to employees.

O'Connor Mary Katherine and Netting F. Ellen (2009)[34], in their Second Edition of "*Organization Practice*", which is often used as the guide to understand *Human Service*, have taken quotations from several sources. They say that social change of organization has been performed based on advocacy, social action, empowerment and change.

For this matter, Schneider and Lester (2001)[35] define causal advocacy as '*Promoting changes in policies and practices affecting all persons in a certain group or class, for example, the disabled, welfare recipients, elderly immigrants, or battered women*' (p. 196) ... *The point is that advocacy is a word heard frequently in the hallways of these organizations.*

Social action, as a philosophical approach to change, is a collective effort in the face of opposition to promote a cause or make a progressive change (Hardcastle, Wenocur, & Powers, 2004)[36].

Social action, then, is highly related to advocacy but may go beyond traditional limits, not staying within the boundaries of acceptable (even legal) policies and procedures so common in Traditional Organizations"

Hardcastle, Wenocur, and Powers (2004) identify three change modalities relevant to direct service: (1) *ensuring individual rights*, (2) *public interest advocacy*, and (3) *transformation*. *Ensuring individual rights includes assuring that persons have what is legally theirs to have.*

Social Change of Organizations may engage in all three change modalities, depending on their missions. All types of advocacy can be used simultaneously to advance the conditions of invisible population groups. But it is likely that the transformational type of advocacy providing a vision of a better world is the best fit with the driven nature of the Social Change of Organization and its mission and philosophy. (O'Connor Mary Katherine, and Netting F. Ellen, 2009).

What has been stated above by the experts can be used as the base of thought for the formulation of ideal future for Local Officer Organization in West Bandung Regency. The ideal future of Local Officer Organization is that governmental organization plays active role in global era. Therefore, Local Officer

Organization must be directed by vision and mission with effective organizational structure, and supported by reliable and competent human resource.

Referring to what has been proposed by the experts, the vision of West Bandung Regency as stated in Local Middle-Term Development Plan in period 2010-2014[37] is the direction of struggle to make the government of West Bandung Regency to become the pride of community, at least in consistent to vision and mission of West Bandung Regency.

Vision of West Bandung Regency

“West Bandung Regency is Prudent and Willing To Work Together Building a Smart, Rational, Progressive, Religious and Healthy Community Based on The Development of Agro-industry and Environmental Friendly Tourism Regions” (Division of Organization in the Government of West Bandung Regency).

The meaning of Smart is that all human resource components in West Bandung Regency, either officer resources or communities, must be well educated, and must have good morality, integrity and competitiveness. Being rational is that the development must be in compliance with the reality, that including within it, the utilization of local potential and resource capacity and the possession of the indicator of measurable achievement of performance. Being Progressive is meant that throughout the time, West Bandung Regency keeps looking forward by giving improvement and betterment to all life aspects. Being Religious signifies that the faith of religion is the binder anvil of togetherness in whole aspects, including development and social. The definition of being Healthy is that every component of social life, including human resource, natural resource and environmental resource, must be preserved, clean, comfort and always in good condition. Agro-industry is standing for the improvement of economical value of agriculture production in West Bandung Regency through diversification of agriculture produces. Environmental Friendly Tourism means that the development of natural tourism region must be based on local potential and local wisdom of environmental conservation (Division of Organization).

To achieve the above vision of the government of West Bandung Regency, therefore, clear mission is needed. This formulation can be used as the guide to incarnate an aspiration or the expectation in the future. The mission of West Bandung Regency has been stated in RPJMD 2010-2014[38] which states as follows.

Mission of West Bandung Regency

The mission is always restating the vision but it also gives the frame for the arrangement of target that must be achieved. Indeed, vision can be attained through 6 (six) missions, respectively: (1) Improving the trusteeship, professionalism, effectiveness, efficiency, and economic based on pro-public budgeting system; (2) Improving the quality of human resource, by ensuring that human resource is equipped with good morality, smartness, health and competing ability; (3) Empowering local economic based on people economic which is oriented toward the development of local government agro sector and also agro-tourism for poverty eradication; (4) Manifesting the sustainable development with environmental concept; (5) Improving the quality of community life degree with justness; and (6) Modernizing the village through the building of capacity of local government and the empowerment of local community.

These missions are operated through the strategies as following:

Mission One: Improving the trusteeship, professionalism, effectiveness, efficiency, and economic based on pro-public budgeting system. This mission is elaborated into 3 (three) objectives:

- (1) Improving trusteeship, with three targets:
 - a. Improving the quality of public service.
 - b. Improving community satisfaction with local government performance.
 - c. Improving the accountability.
- (2) Improving professionalism, with three targets:
 - a. Making available the system of organization and order of conduct based on the demand of community service and the development of local potential.
 - b. Improving the competence of governmental officer resources.
- (3) Improving effectiveness, efficiency and economic, with the following targets:
 - a. Improving the achievement rate of target at the implementation of governmental programs and activities.
 - b. Improving the quality of the implementation of governmental programs and activities based on the prevailed laws and bureaucracies.
 - c. Minimizing resource cost for the implementation of governmental programs and activities.
 - d. Improving the space and media of public participation.

Mission Two: Improving the quality of human resource, by ensuring that human resource is equipped with good morality, smartness, health and competing ability. This mission is elaborated into 4 (four) objectives:

- (1) Creating human resource with good morality, with the following targets:
 - a. Improving structure and infrastructure of religion.
 - b. Improving the comprehension and understanding of religion.
 - c. Improving the social piety and the spirit of mutual help as the implementation of religious teaching.
- (2) Creating human resource with smartness:
 - a. Improving the quality and quantity of structure and infrastructure of formal and non-formal education.
 - b. Improving the achievement for human development index on education sector.
 - c. Improving community participation on education world.
 - d. Improving community access to the education world of justness.
- (3) Creating human resource with health:
 - a. Improving the quality and quantity of structure and infrastructure of health.
 - b. Improving the quality of health service.
 - c. Improving the achievement of human development index on health sector.
 - d. Improving community access to the health of justness.
- (4) Creating human resource with competing ability:
 - a. Improving the capacity and competence of community on social-economical sector.
 - b. Improving community access to employment.

Mission Three: Empowering local economic based on people economic which is oriented toward the development of local government agro sector and also agro-tourism for poverty eradication. This mission is elaborated into 2 (two) objectives:

- (1) Creating people economic empowerment, with the following targets:
 - a. Improving quality and quantity of small-middle work groups.
 - b. Improving the awareness toward the existence of cooperative.
- (2) Creating the development of business agro sector and tourism sector, with the following targets:
 - a. Improving the land utilization for agriculture cultivation development.
 - b. Improving the development of the support industries and also the industries that specialize on processing agriculture yields.
 - c. Improving the development of agro-tourism potentials with environmental concept.

Mission Four: Manifesting the sustainable development with environmental concept. This mission is elaborated into 2 (two) objectives:

- (1) Incarnating environmental conservation, with the following targets:
 - a. Improving the care of community and business world to environmental conservation.
 - b. Improving law enforcement for environmental conservation.
 - c. Creating forest conservation and land rehabilitation.
- (2) Creating the balance between environmental reserve and its utilization, with the following targets:
 - a. Establishing the effective space management and arrangement.
 - b. Improving the effective and efficient utilization of land function.

Mission Five: Increasing the quality of community living standard with justness. This mission is elaborated into 2 (two) objectives:

- (1) Incarnating the improvement of regional infrastructure, with the following targets:
 - a. Improving the quality and quantity of transportation structure.
 - b. Improving the quality and quantity of water structure.
 - c. Improving the quality and quantity of energy stock to anticipate the increasing quality and quantity of residence.
- (2) Achieving the quality of disaster mitigation measures, with the following targets:
 - a. Improving community's awareness and participation to anticipate the occurrence of disaster.
 - b. Improving the capacity of human resource of officers and community in disaster mitigation.
 - c. Improving structure and infrastructure of disaster mitigation.

Mission Six: Modernizing the village through the building of capacity of local *government* and the empowerment of local community. This mission is elaborated into 2 (two) objectives:

- (1) Building the capacity of local government, with the following targets:
 - a. Improving the quality of resource of local government officer.
 - b. Improving the quality of budgeting policy which is oriented toward the improvement of local finance capacity with justness.
- (2) Empowering village community, with the following targets:
 - a. Improving the quality of democracy and the resiliency of village community.
 - b. Improving the synchronization of village development policy.
 - c. Improving the quality of village development by implementing participative method.
 - d. Improving the quality of village community who has life skill capacity.

Vision and mission of West Bandung Regency above cannot be separated with the existence of officer resource with favorable education background. This education may be formal, informal or non-formal. Through the education, the officer may have understanding and insight about something related with their expertise field. Training and education can help the officer to obtain technical knowledge which is needed to implement task, function and responsibility.

In pursuance of data from Local Employment Agency in West Bandung Regency, in general, the local government officers in West Bandung Regency are graduated from SMU/D1 and S-1. It means that the quality of officer human resource in West Bandung Regency must be improved. Indeed, it can be said that: (1) the officer graduated from elementary school is 325 persons, (2) those graduated from SLTP are 573 persons; (3) those graduated from SMA/DI/DII are 2464 persons; (4) those graduated from DIII are 1928 persons; (5) those graduated from D4/S-1 are 3807 persons; (6) those graduated from S-1 are 3807 persons; (7) those graduated from S-2 are 1042 persons; and (8) those graduated from S-3 are only 1 person.

Local government led by Regent and Vice-Regent performs the governance function by the assistance of autonomous local officer. People representatives of West Bandung Regency are included as the work partner in local government administration because Law No.32/2004[39] Article 1(2) has stated that:

“Local governance is the administration of governmental issues by local government and DPRD based on the principles of comprehensive autonomy and supportive assignment in pursuance of the system and principle of the Unitary State of Indonesia Republic like what has been stated in National Constitution.”

The Size of Local Officer Organization

Government Regulation No.41/2007[40] about Local Officer Organization is followed-up by Article 51 of Government Regulation No.41/2007 which states that “the restructuring of Local Officer Organization based on this Government Regulation is lasting maximally 1 (one) year since the effect of Government Regulation”. The implementation of this restructuring is started through Local Regulation of West Bandung Regency No.3/2012[41] about Local Officer Organization of West Bandung Regency, and the implementation considers the principles of “the effective implementation of the institutional restructuring of local officer” in terms of quantity, organizational arrangement and also the clustering of governmental issues. All of these are adjusted with appropriate momentum of as a study about the Institutional Restructuring of New Autonomous Region During Reformation Era in West Bandung Regency.

The institutional restructuring of Local Officer Organization has been explained in Local Regulation No.3/2012[42] about Local Officer Organization of West Bandung Regency. It is stated that the composition of Local Officer Organization comprises of 2 (two) Secretaries, 1 (one) Inspectorate, 1 (one) Body, 12 (twelve) Officials, and also Local Technical Agency consisting of 4 (four) bodies, 4 (four) offices, 1 (one) Public Guardian Police, and other agencies including Local Disaster Mitigation Agency and the Secretariat of The Managing Board for Indonesia Employee Corp. At district level, there are 16 (sixteen) agencies.

The institutional restructuring of Local Officer Organization as explained above is aimed to achieve the priority targets of five-year (5 years) development program stated in Local Middle-Term Development by conducting some adjustments as follows:

1. Improving the dignity and prestige of community by building the capacity to deliver the service of education and health, and by improving the prosperity through the philosophies of community self-support and resiliency and also the quality of harmony in religious life;
2. Improving quality and quantity of human resource with faith, smartness and skill to process and to enhance employment, to have national identity and competitiveness, and to preserve and to maintain cultural resiliency.
3. Improving the development of infrastructure to facilitate the mobility of population and community flow, and to accelerate the development rural region as one potential source for global economy.
4. Disseminating the balance and the result of sustainable development to reduce the gap across regions by developing the cooperation network between local government and private which also involves the active role of community.
5. Improving the capacity and accountability of local government officer to improve public service.
6. Improving the management and allocation of budget in accurate and directed ways, by enforcing law supremacy, improving social justice, and protecting human right to create harmonious and peaceful community.
7. Improving community welfare by developing local resource based on village potential that is important for economic development supported with good investment structure.

The empowerment of institutional capacity of local officer is only one step in bureaucratic reformation. Essentially, bureaucratic reformation represents the effort toward the fundamental change against the system of

local government administration, especially in relation with institution (organization), officer human resource, and the institutional aspect of Local Officer Organization.

The goal of bureaucratic reformation is to build the national officer who can achieve the vision, mission, task and function, and also role in manner of more clearly defined, effective, efficient, and productive. In other words, bureaucratic reformation is aimed to accelerate the establishment of good governance such that, thus, national development in any fields can be implemented better. Therefore, Medium-Term Development Plan in Period 2004-2010 in Chapter II has stated that problems obstructing the creation of institutional design and governmental system process in higher quality are explained as follows:

“(a) redundant, duplicating and overlapping programs/activities; (b) diffused resources to non-essential undertakings; (c) uncoordinated policy and program implementation; (d) poor sector management; (e) proliferation of special task bodies or interagency committees; (f) ineffective performance management system, and (g) highly politicized bureaucracy” (Medium-Term Development Plan, 2004-2010[43]; page 255).

If the elaboration in Medium-Term Development Plan 2004-2010 is already in compliance with principles of effective, efficient, productive and accommodative governances, thereby the institutional restructuring of Local Officer Organization and its organization size must attempt to solve few problems as follows: (1) the overlapping of task and function of each work unit; (2) the irregular diffusion of officer human resource; (3) the lacking of coordination in program implementation; (4) the lacking of cooperation across Work Units; (5) the poor organizational performance; and (6) the bureaucratic politicization.

If all these problems above are highly attended in the institutional restructuring of Local Officer Organization in New Autonomous Region of West Bandung Regency, hereby the inconsistency of norms, standards and criteria in Government Regulation No.41/2007 may be identified, and this is explained as follows: (1) The application of organizational principles but without less proper institution. For instance, staff function must be institutionalized into line function; (2) The clustering of governmental issues is not matched with the expectation by community; (3) The determination of the quantity of both local officer and organizational structure is not yet based on demand, capacity, potential and workload, but it always uses maximal pattern; (4) The arrangement and elaboration of task and function of each SKPD are not based on authority, potential and local characteristic; and (5) Nomenclature used by each local officer work unit to communicate with the lowest echelon unit is still varying and less understood.

The administration of local government, and also the establishment and arrangement of Local Officer Organization are effective only if it is done pursuant to related government regulation. Some considerations are accounted such as:

1. Local officer is the supplementary unit for Head of Locality in administering Local Government.
2. The process of establishing local regulation for local officer institution may involve relatively higher energies, costs, and times, and even can be laden with political issues, job bargaining, and others.
3. The institution is dynamic. Therefore, if Regulation of Governor/ Regent/ Mayor is put into effect, the usage must be flexible.

The effective and efficient administration of local government needs to ensure that the reinstatement of local officer must be consistent to local demand and local characteristic. The establishment of Regional Coordination Agency in West Java Province may involve quite plenty of subordinate regions, and therefore, the process must consider several attributes such as geography, transportation and others. It is important to ensure that the coordination of local government administration is needed when implementing task and function of governance in West Bandung Regency to make it effective and efficient, and also optimum.

The optimization of local government administration is designated for the achievement of autonomy goal. Therefore, local government is required to undergo the fostering which involves activities such as giving direction, counseling, training, supervising, controlling, coordinating, monitoring and evaluating. Local government is also required to facilitate the access to opportunity, aid and support to the locality, and to implement local autonomy in efficient and effective ways based on laws and regulations.

One strategic element in local government administration is that local officer work unit not only stops in the arrangement of task and function, but also concerns with how local officer work unit can optimally administer tasks related to government, development and society based on the scope of task and responsibility of government (concurrent).

Fundamental things related to the restructuring of Local Officer Organization include the primary mandates of local government stated in Law No.14/2008. The law has stated that several primary mandates must be fulfilled by local government as the consequence of legal validity. The institutional restructuring of locality involves preparing strategic plan and action plan as the internal device to prepare the organization and also to meet public demand for information. Those plans are explained as follows:

“(1) Middle-term plan: to develop the documentation culture in all working units in locality; (2) Short-term plan: to classify the type of information that must be opened to public based on laws; to develop the centers of public information service and the centers of data; and also to improve service quality”.

In conformity with Law No.14/2008 about the fundamental things that become the focus of local government, hereby, the empowerment of institutional capacity of local officer must consider the commitment issues as follows:

1. Standardizing the nomenclature used by each unit and organization structure in each Local Officer Working Unit.
2. Arranging tasks and functions, and task details of each organization structure based on local authority.
3. Arranging the order of conduct and the procedure of task implementation of each Local Officer Working Unit.
4. Arranging job competence standard of each job and each functional job development.
5. Regulating the system of fostering, supervision and reporting.

The most important thing in the empowerment of the institutional capacity of local officer is the employment aspect. The recent process of fostering of officer career pattern is not fully based on competence standard, either for general requirement, managerial requirement and technical requirement, such that it impacts less positively on institutional performance such that the empowerment of institutional capacity of local officer and also the development of functional rank are still understated.

Through the construction of governance by restructuring Local Officer Organization, thereby the synchronization and the simplification between Central and Local are becoming important because local officer is basically the implementer of governmental policy. Therefore, the improvement of this role is important because it is inseparable part of government’s vision and mission. Therefore, synchronization and simplification must be a consideration in formatting the institution of Local Officer Organization.

The Clustering of Governmental Issues and The Composition of Local Officer Organization

Government Regulation No.38/2007 about The Differentiation of Governmental Issues between Central Government, Provincial Government, and Local Government of Regency/Town, has given clear explanation, either quantitative or qualitative, about the governmental issues that become the authority of Regency Government. The effect of Government Regulation No.41/2007 has required local government to undergo the restructuring of the composition of Local Officer Organization, especially in relative with the clustering of governmental issues administered by Local Government. Fundamental things considered in determining the size of Local Officer Organization in West Bandung Regency include: (1) The governmental issues that remain under the authority of Regency Government have been regulated in Government Regulation No.38/2007; (2) By considering West Bandung Regency as the extended region, the Local Officer Organization has the spirit of efficiency in such way that the size of organization and the clustering must be adjusted to Government Regulation No.41/2007 or the global development and the demand of the age; (3) Local Officer Organization, including its primary task and function, is more clearly defined and sharpened based on vision and mission of locality, and in alignment with mandates and laws; and (4) The development of community which is fast and dynamic that brings the consequence to community demand.

The design of the size of Local Officer Organization in West Bandung Regency cannot escape from the following considerations: (1) Government Regulation No.41/2007 is validated to arrange organization size based on several variables such as population level, regional width and Local Expense Income Budget, and also in pursuance of the objective condition of locality; (2) Local Officer Organization is founded to take over governmental issues from the Regency Government based on Government Regulation No.38/2007 as the law umbrella; (3) Local Officer Organization is established to consider the principles of organization, staffing function, line function, and supporting function, and to comprehend local characteristic and local potential; and (4) Local Officer Organization is recognized to understand vision, mission and priority of the organization program that must to be achieved.

Essentially, the restructuring against Local Officer Organization is oriented more toward the adjustment of clustering and the empowerment of governmental institution by adapting vision, mission and priority of development program. Some considerations have underlined the formulation of Local Officer Organization composition, such as: The level of authority is provided based on the mandate of Government Regulation No.38/2007; Each government field is not necessarily to develop its self-organization but it is still possible to produce compilation or separation; The situation and condition of locality are based on the coverage of task which includes target, strategic program, and the implementation of vision and mission; The potential and characteristic of locality are taken into account; The condition of institution and personnel of the Regency is given attention; and The local financial capacity and the supportive instrument are also considered.

In conformity with the background frame of thought and the demand for development, especially in relative with the design of the clustering of governmental issues in Local Officer Organization in West Bandung Regency, thus, the related considerations can be described as following:

Local Secretary

To make local government administration becoming effective, the clustering of governmental issues must be conducted in the governmental environment of West Bandung Regency which aims to clarify task and function of each local officer work unit, including the work unit inside it, such that it is expected that the function of Assistance / Division in coordinating the arrangement of local government policy can be more clearer and more focused.

In making effective the administration of local government, and anticipating the tasks that develop, the clustering of governmental issues at the local government of West Bandung Regency can be adjusted as follows: (1) Division of Governance, (2) Division of Law, (3) Division of Social Welfare, (4) Division of Economic and Development, (5) Division of Employment, and (6) Division of Public Relation and Protocol.

Secretariat of The Local House of People Representatives

The Officials of Locality, comprising of: (1) Official of Education, (2) Official of Health, (3) Official of Liaison, Communication and Information, (4) Official of Public Works, (5) Official of Social, Workforce and Transmigration, (6) Official of Demographic and Civil Registration, (7) Official of Industry, Trade, Cooperative and Small-Middle Enterprises, (8) Official of Culture, Tourism, Youth and Sport, (9) Official of Agriculture and Animal Husbandry, (10) Official of Marine and Fishery, (11) Official of Forestry and Plantation, (12) Official of Mining and Energy, (13) Official of Income, Financial Management and Local Asset.

d. **Local Technical Agency**, consisting of: (1) Local Development Planning Agency, (2) Inspectorate of Regency, (3) the Empowerment Agency for Community, Local Government, Women and Family Planning, (4) the Office of National Unity, Politic and Community Protection, (5) the Office of Life Environment, (6) the Office of Extension Service, (7) the Office of Food Security, and (8) the Office of Archive, Library and Documentation.

The Civil Guardian Police Unit

Expert Staffs

Based on Article 36 of Government Regulation No.41/2007, Regent must implement the tasks assisted by Expert Staffs of 5 (five) persons, who all of them are Civil Servant. The Decree of Internal Affairs No.57/2007[44] has stated that expert staffs involve: (1) Expert Staff for Legal and Political Issue, (2) Expert Staff for Governmental Issue, (3) Expert Staff for Developmental Issue, (4) Expert Staff for Community and Human Resource Issue, and (5) Expert Staff for Economical and Developmental Issue.

Other Agencies

In pursuance of Article 45 of Government Regulation No.41/2007, it is stated that “in favor of the implementation of task and function as the enforcement of laws and regulations, and also other general governmental tasks, local government then establishes other agencies as the part of local apparatus”.

Result of field observation on the restructuring of Local Officer Organization in West Bandung Regency indicates that: (1) The restructuring of Local Officer Organization in West Bandung Regency has been in compliance with laws and regulations (Government Regulation No.41/2007) and the number of new agencies is kept minimum because West Bandung Regency is a new autonomous region. The agencies include: Local Secretary, Council Secretary, Local Inspectorate, Local Development Planning Agency, 12 Officials, few bodies and offices, UPT/District; (2) The establishment of new region (West Bandung Regency) is made based on the political decision in conformity with the demand and potential of region/locality to improve the role of development and public service; (3) The restructuring of Local Officer Organization of West Bandung Regency is not yet supported by qualified human resource in the related Local Officer Organization; and (4) The restructuring of Local Officer Organization in West Bandung Regency is not yet involving community participation (community patronages) such that community aspiration is not proportionally represented.

Based on this overview, a proposition is made:

If the institutional restructuring of Local Officer Organization in New Autonomous Region During Reformation Era can be performed by local potentials and by accommodating community demand such that Local Officer Work Unit can undergo service tasks in effective, efficient and responsive ways in serving the community.

The Institutional Restructuring of Local Officer Organization

The institutional restructuring of New Autonomous Region during Reformation Era in West Bandung Regency has been in compliance with Government Regulation No.41/2007 about Local Officer Organization.

The size of Local Officer Organization is determined based on the parameter stated in Government Regulation No.41 of 2007 and then it is followed up by The Decree of Internal Affair Minister No. 56/2010[45] about The Amendment to The Decree of Internal Affair Minister No.57/2007 about “Technical Guide for The Restructuring of Local Officer Organization” and also by Local Regulation No.3/2012[46] about Local Officer Organization of West Bandung Regency. By all these regulations, it is decided that the composition of Local Officer Organization comprises of 2 (two) Secretaries, 1 (one) Inspectorate, 1 (one) Body, 12 (twelve) Officials, and also Local Technical Agency consisting of 4 (four) bodies, 4 (four) offices, 1 (one) Public Guardian Police, and also other agencies including Local Disaster Mitigation Agency and the Secretariat of The Managing Board for Indonesia Employee Corp. At district level, there are 16 (sixteen) agencies. People aspiration seems not attended and never co-opted with practical politic (political parties).

IV. Conclusion And Suggestion

Conclusion

This review concludes that the institutional restructuring of New Autonomous Region during Reformation Era in West Bandung Regency has conformed to Government Regulation No.41/2007 about Local Officer Organization. The size of Local Officer Organization is determined based on the parameter stated in Government Regulation No.41 of 2007 and then it is followed up by The Decree of Internal Affair Minister No. 56/2010 about The Amendment to The Decree of Internal Affair Minister No.57/2007 about “Technical Guide for The Restructuring of Local Officer Organization” and also by Local Regulation No.3/2012 about Local Officer Organization of West Bandung Regency. Through all these regulations, it is decided that the composition of Local Officer Organization consists of 2 (two) Secretaries, 1 (one) Inspectorate, 1 (one) Body, 12 (twelve) Officials, and also Local Technical Agency consisting of 4 (four) bodies, 4 (four) offices, 1 (one) Public Guardian Police, and also other agencies including Local Disaster Mitigation Agency and the Secretariat of The Managing Board for Indonesia Employee Corp. At district level, there are 16 (sixteen) agencies. People aspiration seems not attended and never co-opted with practical politic (political parties).

Suggestion

The institutional restructuring of Local Officer Organization is the usual process in organizational cycle. The institutional restructuring of Local Officer Organization is a part of organizational change process to anticipate many tendencies. Through organizational restructuring, it is expected that the performance of local government can become effective and efficient. In practice, the meaning of organizational restructuring of Local Officer Organization has reduced into a merely rationalization (downsizing) over the structures and the employees. Consequently, there is a competition over political interest in the restructuring of Local Officer Organization. Moreover, the restructuring of Local Officer Organization must not be necessarily with rationalization (downsizing) because it can also use the annexation (merger) involving some organizations with similar function or those in similar cluster. The establishment of new organization may also be needed to support vision and mission of the main organization. Therefore, new paradigm that shall be applied into the restructuring of Local Officer Organization is to look for the proportional structure and function (not only less structure, but also with many functions) and to design Local Officer Organization in proper way, respectively through *rightsizing*, not merely through *downsizing*.

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