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Organizational Restructuring Of Regional Apparatuses Of Denpasar Municipal Government To Achieve Bureaucratic Reform

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Abstract. The determination of Grand Design of Bureaucratic Reform is the first measure for local government to reform local bureaucracy. There are eight areas of change that become the priority agenda in implementing bureaucratic reform. One of them is organizational restructuring. This study aims to determine the form of organizational restructuring carried out by the Government of Denpasar to achieve bureaucratic reform in Denpasar. The method applied in this research is qualitative descriptive method. The data collection is carried out through interview, observation, and literature study. The analysis applies qualitative descriptive analysis. The findings show that the Government of Denpasar has carried out bureaucratic reform in accordance with the Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform with priority agenda of eight areas of change. The implementation of organizational restructuring in the Government of Denpasar is in accordance with applicable laws and regulations. The measures of restructuring carried out by the government of Denpasar are delayering, reorganizing and competency measurement. The supporting factors for the implementation of the restructuring in the Government of Denpasar are regulations and human resources, while the inhibiting factors are the issuance time of the regulation and the placement of human resources..

Keywords: organization, restructuring, bureaucratic reform

Abstrak. Penentuan grand design reformasi birokrasi merupakan langkah awal bagi pemerintah daerah dalam mereformasi birokrasi daerah. Ada delapan bidang perubahan yang menjadi agenda prioritas dalam reformasi birokrasi. Salah satunya adalah restrukturisasi organisasi. Penelitian ini bertujuan untuk mengetahui bentuk restrukturisasi organisasi yang dilakukan oleh pemerintah kota Denpasar dalam mewujudkan reformasi birokrasi di Kota Denpasar. Metode yang digunakan dalam penelitian ini adalah metode deskriptif kualitatif. Data yang terkumpul adalah dengan wawancara, observasi dan studi pustaka. Adapun teknik analisis data menggunakan analisis deskriptif kualitatif. Hasil penelitian ini, dapat dilihat bahwa kotamadya Denpasar telah menjalankan reformasi birokrasi sesuai dengan Keputusan Presiden No. 81 tahun 2010 tentang grand design agenda reformasi birokrasi yang merupakan delapan bidang prioritas perubahan. Pelaksanaan restrukturisasi organisasi pemerintah di Kota Denpasar sesuai dengan peraturan perundang-undangan yang berlaku. Bentuk restrukturisasi yang dilakukan oleh pemerintah kota Denpasar adalah pemangkasan struktur, reorganisasi dan pengukuran kompetensi. Faktor pendukung pelaksanaan restrukturisasi di Kota Denpasar adalah faktor regulasi dan sumber daya manusia, sedangkan faktor penghambatnya adalah pengaturan waktu dan penempatan sumber daya manusia.

Kata kunci: Organisasi, restrukturisasi, reformasi birokrasi

INTRODUCTION

Bureaucracy is highly important for the process of development in a country. Bureaucracy itself is described as a formal organization having a position and nature of work bound by the rules, having a competence in accordance with the position and occupation, having a spirit of public service, having a firm separation between organizational and individual property, and having organizational resources bound to external supervision (National Development Planning Board, 2004). The current bureaucratic condition of Indonesia has not shown good developmental direction. It is described by the Ministry of Empowerment of State Apparatus and Bureaucratic Reform that there are still some strategic

issues to improve in the implementation of bureaucracy in Indonesia. These issues include: First, unclean and unaccountable bureaucracy; Second, ineffective and inefficient bureaucracy; Third, low quality public service.

To address the various issues in the bureaucracy, it is necessary to implement bureaucratic reform to establish an ideal bureaucracy, conducive to achieve good governance. In this regard, the Government of the Republic of Indonesia, represented by the Ministry of Empowerment of State Apparatus and Bureaucratic Reform, establishes the Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010-2025 covering eight areas of change to consider for achieving good governance, one of which is

organizational restructuring for more proper function and efficiency. The implementation of Restructuring of Regional Apparatus is also regulated in Law No. 23 of 2014 on Local Government and the Government Regulation No. 18 of 2016 on Regional Apparatus.

Related to the implementation of the mandated Grand Design of Bureaucratic Reform and the Law of the Local Government, the Government of Denpasar is selected as a Pilot Project of Bureaucratic Reform in Local Government level. The decision is regulated in the Decree of the Ministry of Empowerment of State Apparatus and Bureaucratic Reform No. 96 of 2013. In that regard, the Government of Denpasar issues the Regulation of the Mayor of Denpasar No. 39 of 2013 on the Road Map of the Acceleration of Bureaucratic Reform of the Government of Denpasar 2013-2017 Based on Local Wisdom and Culture of Excellence. In general observations, the current organizational structure of the regional apparatus in the Government of Denpasar is still uneven in the density of workload. The density of workload of local government is divided into three, namely Type A for heavy workload, Type B for medium workload, and type C for light workload.

Based on the description, the author aims to understand the bureaucratic arrangement in the Government of Denpasar to better achieve Bureaucratic Reform with questions as follows: (a) How is the condition of the organizational structure of regional apparatus of the Government of Denpasar?; (b) How is the implementation of bureaucratic reform by the Government of Denpasar?; (c) How is the implementation of the restructuring of the Government of Denpasar, designed to achieve bureaucratic reform based on the Government Regulation No. 18 of 2016?

RESEARCH METHOD

This study is an explanatory quantitative research. This study is a qualitative study. The approach applied in this study is a descriptive approach, starting with data collection through document review, in-depth interviews, and focus group discussion (FGD). The documents reviewed in this study are the Regional Regulation of Denpasar No. 8 of 2016 on the formation and composition of regional apparatus, the Regulation of Mayor of Denpasar No. 43 of 2016 on the Position, Organizational Structure, Duties and Functions, and the Working Procedures of the Regional Secretary, as well as several Regulations of Mayor issued in 2016 on the Position and Organizational Structure of Other Regional Apparatus as described in the discussion. In addition, the author also reviews the Government Regulation No. 18 of 2016 and Law No. 23 of 2014 on Local Government. The informants chosen in this study are the Head of Organization Section of Regional Secretariat of Denpasar, the Regional Secretary of Denpasar, several Heads of Departments and the Vice Mayor of Denpasar. For FGD, the author carries out a discussion involving several researchers and policy observers, academicians, and local government elements, particularly from the

regional apparatus of Denpasar. For data validation, the author applies several methods, namely detailed description, persevering observation, peer debriefing, and triangulation. Once the data is deemed valid, the data analysis is carried out by displaying and reducing data as well as drawing conclusions. The author applies the theory of bureaucratic change strategy of Osborne and Plastrik (1997) to analyze bureaucratic reform of the Government of Denpasar and the eight areas of change of bureaucratic reform implemented in Indonesia. Another theory applied is Reorganization by Bernadin and Russel (1998: 210). This theory is used to explain or analyze the stages of organizational restructuring carried out by the Government of Denpasar

RESULT AND DISCUSSION

The bureaucratic system in the Government of Denpasar is built with an effective and efficient structure, a professional, transparent and accountable culture, as well as a highly dedicated and loyal apparatus. In addition, the presence of the spirit of Sewaka Dharma plays an important role to create a strong, clean, and dignified government as a requirement for the country to be successful in carrying out its obligations. Self-control in Sewaka Dharma basically refers to two aspects, namely self-control in bureaucracy and self-control in service. Self-control in bureaucracy is directed to create a strong structure of government. Obligation is moral awareness in which self-control is indispensable. Free will and individual freedom is essential in every human being, but as an apparatus, it should be controlled to avoid damaging the order of the organization. Meanwhile, self-control in service leads to the prioritization of public interests to improve public satisfaction.

The implementation of government in Denpasar is also guided by the law related to the procedures of the implementation of local government, namely Law No. 23 of 2014 on Local Government and the Government Regulation No. 18 of 2016 on Regional Apparatus. Based on both regulations, the Regional Regulation of Denpasar No. 8 of 2016 is established.

The establishment of the Regional Regulation of Denpasar No. 8 of 2016 is also accompanied by several Regulations of Mayor, namely: First, the Regulation of Mayor of Denpasar No. 43 Year of 2016 on Position, Organizational Structure, Duties and Functions, and Working Procedures of the Regional Secretariat, Senior Advisor, the Secretariat of the Regional Representatives Council, the Inspectorate, the Regional Board and the Regional General Hospital. Second, the Regulation of Mayor of Denpasar No. 44 of 2016 on the Position, Organizational Structure, Duties and Functions as well as Working Procedures of the Regional Department. Third, the Regulation of Mayor of Denpasar No. 45 of 2016 on the Position, Organizational Structure, Duties and Functions as well as Working Procedures of Subdistrict and Village. Each regulation explains the position and organizational structure, followed by main duties and functions and working procedures of each section in the Government of Denpasar. It is consistent

with the theory of Weber on a clear specification of duties for anyone working in it, meaning that the duties and functions of each position in the hierarchy are specifically different from each other. The division of duties within an organization is necessary in order to avoid similar main duties and functions in governance that will result in inefficient and ineffective performance. Thus, a clear description of job specification is required.

In addition, the Regulation of Mayor also provides an explanation of the position of each institution. It is in accordance with the theory of Weber of a systematic division of labor where the positions of the organization in the Government of Denpasar are structured hierarchically and laterally. It can be seen that the top leadership in the Government of Denpasar is held by the Mayor, followed by the Regional Secretariat, Departments, Boards and Subdistricts with respective leadership and members. Each instruction from the leadership will be forwarded to the bottom and lateral unit. In controlling the delivery of public services in Denpasar, the Government of Denpasar has built a clear structure of control so that the implementation of public services can be in accordance with the developed guidelines. This is in accordance with the principle of Weber of the control of operation through a consistent system of abstract rules. The Government of Denpasar has Inspectorate of Denpasar whose duty is to conduct surveillance and control of each unit in the structure of the Government of Denpasar, so that each unit operates in accordance with specified main duties and functions and intended purpose.

Related to the regional apparatus of Denpasar, there are some issues in achieving a perfect organization. The issues are as follows: (1) Human Resources. The recruitment of human resources is carried out by other parts of the government. Therefore, sometimes the implementation does not synchronize with the educational background of the employee required by a particular department, or a department does not synchronize with the educational background of employee recruited by the center. Therefore, the related government needs to provide basic training to be able to perform its main duties and functions properly. (2) Delayed Regulation. Delayed establishment of policies is also an issue for the Local Government. The local government is not able to carry out the planned programs if the official policy from the central government has not been issued. For example, some policies of the administration of Technical Implementation Unit (UPT) and health care unit have not been officially delegated. The regions have tried to work faster, but the center is not ready optimally.

In terms of bureaucratic reform in the government of Denpasar, in order to execute a predetermined Bureaucratic Reform, the Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010-2025 and the Regulation of the Ministry of Empowerment of State Apparatus and Bureaucratic Reform No. 20 of 2010 on the Roadmap of Bureaucratic Reforms 2010-2014 have been stipulated. The areas of change of Bureaucratic Reform at micro level or Local Government include the Management of Change,

Structuring of Legislation, Organizational Structuring and Enhancement, Structuring of Governance, Structuring of Human Resource of Management System, Supervision Enhancement, Performance Accountability Enhancement, Quality Improvement of Public Service, Monitoring, Evaluation and Reporting. Based on the Decree of the Minister of the Empowerment of State Apparatus and Bureaucratic Reform No. 96 of 2013 on the Establishment of Pilot Project of the Bureaucratic Reform in Local Government, the Government of Denpasar is designated as a Pilot Project of Bureaucratic Reform.

As a first measure in the implementation of Bureaucratic Reform in Denpasar, the Government of Denpasar has arranged the Roadmap of Bureaucratic Reform 2013-2017. It is a technical and detailed plan for bureaucratic change of the Government of Denpasar in the next five years, from 2013-2017. It is in accordance with the principles of the theory of bureaucratic change strategy by Osborne and Plastrik (1997), namely Clarity of Directions, to clarify the direction of achievement by evaluating the predetermined objectives. The determination of the achievement of bureaucratic reform continues to develop from period to period. Bureaucratic reform in the Government of Denpasar has been implemented since 2006. The first period is 2006-2009, the second period is 2009-2012, while the third period is 2013-2017. In each period, the Government of Denpasar carries out evaluation of the predetermined objectives. Thus, in the next period, the objectives that need to be developed or removed are rearranged because they are not in accordance with the desired direction.

The Bureaucratic Reform implemented by the Government of Denpasar has a basic concept based on local wisdom in Denpasar by combining the three elements of reinterpretation, reintegration, and adaptation. Reinterpretation is to create support in building commitment (goodwill) through the integrity and revive local wisdom. It is implemented through capacity building through institutional transformation, information technology, support from Regional Budget (APBD), innovation programs, revitalization of Regional Apparatus, IT utilization, and support of budget allocation. Reintegration is the integration of the supporting and capacity aspects. Reintegration is included in the mobilization phase carried out with five agendas: (1) adjusting the authority to Local Government Work Unit (SKPD) with proper main duties and functions; (2) building the motto of public service; (3) utilizing information technology; (4) establishing cooperation (incorporation product); (5) developing based on community. Adaptation is the application of the values of local wisdom, namely the application of the concept of Sewaka Dharma in the implementation of bureaucracy in Denpasar. The motto means that serving is a duty. The three elements aim to achieve the quality improvement of public service by giving priority to public satisfaction.

There are eight areas of change in bureaucratic reform. These eight areas of change are the priority programs of bureaucratic reform that must be implemented by central and local governments. It is consistent with

the theory of bureaucratic change strategy by Plastrik and Osborne (1997), namely Clarity of Purpose, to create a work plan leading to the desired objective. In implementing bureaucratic reform, the Government of Denpasar has created a work plan leading to the desired objectives based on the applicable regulations, namely the Grand Design of Bureaucratic Reforms 2010-2015 and the Roadmap of Accelerating Bureaucratic Reform of the Government of Denpasar 2013-2017. Within a period of five years, the Government of Denpasar focuses on the improvement of the eight areas of change. To direct the changes towards the achievement of the objectives of Bureaucratic Reform, the programs to be implemented are as follows: (1) Management of Change. Several examples of programs that have been implemented to achieve this area are (a) the establishment of the Steering and Executing Committee for Bureaucratic Reform. (b) the determination of Roadmap of Accelerating Bureaucratic Reform of the Government of Denpasar 2013-2017. (2) Structuring of Legislation. Several examples of programs that have been implemented to achieve this area are (a) Publication of legislation through the website. (b) The identification, analysis and mapping of inharmonious legislation through the study of the Regional Legislation to new and higher harmonious Legislation than the harmony between the Regional Legislation. (3) Organizational Structuring and Enhancement. Several examples of programs that have been implemented to achieve this area are (a) Socialization of Organizational Structuring of Regional Apparatus. (b) The establishment of the Regulation of Mayor of Denpasar No. 8 of 2016 on the formation and composition of regional apparatus followed by several Regulations of Mayor, namely the Regulation of Mayor No. 43 of 2016 on Position, Organizational Structure, Duties and Functions, and Working Procedures of Regional Secretariat, Senior Advisor, Secretariat of the Regional Representatives Council, the Inspectorate, the Regional Board and the Regional General Hospital. Second, the Regulation of Mayor of Denpasar No. 44 of 2016 on the Position, Organizational Structure, Duties and Functions, and Working Procedures of Regional Department. Third, the Regulation of Mayor of Denpasar No. 45 of 2016 on the Position, Organizational Structure, Duties and Functions, and Working Procedures of Subdistrict and Village. The establishment of Regional Regulation and Regulation of Mayor is consistent with the theory of Plastrik and Osborne (1997), namely Clarity of Role, to separate activities based on the respective main duties and functions. (1) Structuring of Governance. Several examples of programs that have been implemented to achieve this area are (a) the evaluation to Standard Operational Procedures (SOP) of all SKPD/Unit in the Government of Denpasar. (b) training of Financial Information System to improve the operational ability of Regional Financial Management Information System (SIPKD). It is in accordance with the theory of bureaucratic change strategy by Plastrik and Osborne (1997), namely customer quality assurance, to set service standards for the users, quality control and customer complaint system. The Government of Denpasar

provides public service based on predetermined standard operational service (SOP). In addition, the Government of Denpasar also has a complaint unit system that can be accessed online. The media is called ProDenpasar. This service allows people to freely submit their complaints about the performance of the Government of Denpasar. (2) Structuring of Human Resource of Management System. Several examples of programs that have been implemented to achieve this area are (a) certified training for procurement of government goods/services to improve the quality and quantity of employees who have competence in procurement of government goods/services. (b) Functional education/training/ technology guidance/workshop for local civil servants (PNS) to improve technical capability in accordance with the field of duty. (1) Supervision Enhancement. Several examples of programs that have been implemented to achieve this area are (a) periodic internal monitoring. (b) complaints handling within the Local Government. (2) Performance Accountability Enhancement. Several examples of programs that have been implemented to achieve this area are (a) technical training of supervision and evaluation of performance accountability. (b) the improvement of integration of performance management system with Employee Performance Appraisal System (Employee Performance Management System).

Quality Improvement of Public Service. Several examples of programs that have been implemented to achieve this area are (a) the facilitation of Development of Integrated Service Center for the Empowerment of Women and Children (P2TP2A); (b) the development of Reading Culture and Library Guidance.

When it comes to organizational restructuring of regional apparatus of Denpasar, based on the Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010-2025, there are eight areas of change to be rebuilt by the government to achieve the objectives of Bureaucratic Reform. One of them is organizational restructuring. The Government of Denpasar has implemented organizational restructuring as instructed in the Grand Design of Bureaucratic Reform 2010-2025, Law No. 23 of 2014 on Local Government, and the Government Regulation No. 18 of 2016 on Regional Apparatus. The measures taken for restructuring the Government of Denpasar have produced the Local Regulation of Denpasar No. 8 of 2016 on the Formation and Composition of Regional Apparatus and three Regulations of Mayor on the Position, Organizational Structure, Duties and Functions as well as Work Procedures of Regional Apparatus.

Bernadin and Russell (1998:210) argue that organizational restructuring is carried out through several stages: (1) Delaying or regrouping the existing types of jobs. (2) Reorganization or restructuring by reviewing or refocusing the core competencies of the related organization. (3) Competency measurement or assessing or measuring the competence of human resources in the government.

The theory of restructuring is in accordance with the organizational restructuring of regional apparatus

implemented by the Government of Denpasar, namely: First, grouping starts with mapping the government affairs so that the regional apparatus is grouped according to the level of workload. Second, reviewing the existing departments or agencies based on the level of predetermined workload to carry out restructuring afterwards to achieve the expected type. Third, assessing or measuring the competence of human resources through the implementation of job auction.

In detail, the initial measure taken by the Government of Denpasar in the restructuring of the regional apparatus of Denpasar is mapping of affairs. The mapping of Government Affairs aims to obtain information on the intensity of Mandatory Government Affairs and potential Government Affairs of Choice as well as the workload of Government Affairs. In relation to the mapping of government affairs, the Ministry of Home Affairs has developed information mapping system of Government Affairs and the determination of the workload of Regional Apparatus that can be accessed via the internet at: fasiltasi.otda.kemendagri.go.id. In accordance with the Government Regulation No. 18 of 2016, the criteria of typology to determine the type of Regional Apparatus is based on the mapping of government affairs with two variables, namely general variable with the weight of 20% (twenty percent) and technical variable with the weight of 80% (eighty percent). The criteria for general variables are defined based on the characteristics of the Regions consisting of indicators: (1) population, (2) area, (3) total budget of regional income and expenditure. Meanwhile, the criteria for technical variables are defined based on the main workload of each Government Affairs under the authority of the Province and District/Municipality and supporting functions of Government Affairs.

Based on the mapping of the level of the workload of new regional apparatus, the Government of Denpasar carries out several stages of organizational restructuring, namely: First, grouping regional apparatus in accordance with the type of level of workload divided into Type A for heavy workload, type B for moderate workload and type C for light workload. Furthermore, it merges several departments belonging to similar affairs with moderate and light workload in accordance with the provisions of the Government Regulation No. 18 of 2016 on Regional Apparatus. Thus, the merger can create departments with heavy workload or Type A. It aims to build more effective and efficient government performance. The departments or agencies merged in accordance with the affairs, namely (1) the Department of Public Works and Spatial Planning, (2) the Department of Housing, Settlement Region and Land Service, (3) the Department of Communications, Information Technology and Statistics, (4) Department of Fisheries and Food Security (5) Department of Environment and Hygiene, (6) Department of Women Empowerment and Child Protection, Population Control and Family Planning. It is in accordance with the theory of restructuring by Bernadin and Russel (1998: 210), namely delayering or regrouping the types of existing jobs.

Second, reviewing the existing departments or

agencies based on the level of workload determined by the system. The restructuring of departments is carried out to achieve the expected type. There are several affairs merged into one department. There are several departments with changes in nomenclature in accordance with the essence of their main duties and functions such as (1) Agency of Labor and Human Resources Development, (2) Department of Labor and Certificate of Competency. In addition, there are also affairs separated into a new department or agency. One of the examples is the Department of Social Affairs and Manpower separated into the Department of Social Service and the Department of Manpower & Certificate of Competency. The department is separated because each of government affairs is categorized as type A. In addition, social issues are the priority of the Government of Denpasar referring to the vision and mission of Denpasar. It is in accordance with the theory of restructuring by Bernadin and Russel (1998: 210), namely reorganization or restructuring by reviewing or refocusing the core competencies of the related organization.

Third, generating several new departments and units in accordance with the provisions of the Government Regulation No. 18 of 2016. The addition of departments and units in the Government of Denpasar provides new empty positions. Therefore, the Government of Denpasar will conduct a job auction to fill the vacancy. It is expected to encourage employees to show their competence to gain promotion. It is in accordance with the theory of Bernadin and Russel (1998), namely competency measurement or assessing or measuring the competence of human resources in the government.

In essence, the activity of organizational restructuring should have the objective of establishing a lean, effective, and efficient organizational structure in terms of the number of departments and employees, and the use of budget. However, it can be seen that the organizational restructuring of the Government of Denpasar results in the opposite. It can be seen from the existence of several departments separated and established into new institutions, meaning that there will be an addition of human resources and budget. This condition can lead to the perception that the organizational restructuring of regional apparatus of the Government of Denpasar is a failure because it is not in accordance with the mission of the Government Regulation No. 18 of 2016, namely less structure and rich function. However, through the organizational structuring, the Government of Denpasar is expected to have more effective and efficient performance. In practice, organizational restructuring of regional apparatus is frequently limited to the rationalization (downsizing) of the structure and employees. As a result, there is a tug of political interest in the organizational restructuring of regional apparatus. In fact, organizational structuring does not always have to be a downsizing because it can be a merger of several organizations with similar functions. The establishment of a new organization is needed to support the vision and mission of the organization. Therefore, Law No. 23 of 2014 on Regional Government and the Government Regulation No. 18 of 2016 on Regional Apparatus

provide significant changes to the formation of Regional Apparatus, namely the principle of the right function and size (rightsizing) based on workloads in accordance with the real conditions in each region, to create a new paradigm that organizational restructuring of regional apparatus should pursue proportional structure and function (not merely poor structure and rich function) and design the proper rightsizing rather than downsizing.

Related to the implementation of organizational restructuring of the Government of Denpasar, there are several supporting and inhibiting factors. The supporting factors in the implementation of organizational restructuring are: (a) Regulations. The most encouraging regulations in the implementation of organizational restructuring of the Government of Denpasar are Law No. 23 Year 2014 on Local Government and the Government Regulation No. 18 of 2016 on Regional Apparatus. It is in accordance with the supporting factor by Djohanputro (2004: 29), namely the legal issues. In this case, the law or the regulation is a supporting factor to review the working procedures of an organization; (b) Human Resources. In the implementation of organizational restructuring, the capability factor of human resources in the Government of Denpasar in designing regional apparatus highly supports the implementation of optimal organizational restructuring.

The inhibiting factors in the implementation of organizational restructuring are: (a) Issuance Time of Regulation. It is an important thing that must be planned carefully in advance since it may affect the performance of units. In this case, the interval between the issuance of the Law and the Government Regulation as the continuation of the Law is quite long, while the time for the realization of the Law and the Government Regulation is quite short, causing the local government apparatus implement the rules hastily; (b) The Placement of Human Resources. There are several positions occupied by human resources with inappropriate competencies. Therefore, the Government of Denpasar will conduct a job auction. It is in accordance with the inhibiting factor by Robbins (2008: 344), namely a factor of threat to the allocation of well-established resources. The groups controlling the resources in large proportions within the organization often see change as a threat.

CONCLUSION

Based on the discussion, several conclusions are drawn: First, the system of the Regional Apparatus of Denpasar is built by the structure, culture, and apparatus based on the spirit of Sewaka Dharma, meaning serving is a duty. The implementation of government in Denpasar is based on the Law No. 23 of 2014 on Local Government. Meanwhile, the organizational structure is adjusted to the Government Regulation No. 18 of 2016 on Regional Apparatus. Second, Bureaucratic Reform in the Government of Denpasar has been implemented in accordance with the provisions of the Grand Design of Bureaucratic Reform. Based on the provisions, the Government of Denpasar establishes

Roadmap of Bureaucratic Reform 2013-2017. Third, the Government of Denpasar has realized the program of organizational restructuring with the issuance of the Regional Regulation of Denpasar No. 8 of 2016 on the Formation and Composition of the Regional Apparatus. The implementation of the restructuring in Denpasar is carried out through 3 ways, namely delaying, reorganizing, and competency measurement. The supporting factors for the implementation of organizational restructuring in the Government of Denpasar are regulations and human resources, while the inhibiting factors are the time of regulation issuance and placement of human resources..

ACKNOWLEDGMENT

Based on the findings, there are some suggestions or recommendations provided by this study:

The Government Regulation No. 18 Year 2016 on the formation and composition of regional apparatus seems to generate a variety of different interpretations in the region. Therefore, this regulation needs to be revised by adding various concrete explanations concerning the position of Regional Disaster Management Agency (BPPD), Hospital, and Agency of National Unity, Politics, and Public Protection (Kesbangpolitmas). The Government Regulation No. 18 of 2016 simply states that it will be further arranged, but the arrangements are not described. Until now, there are no law issued to regulate them. Therefore, it is difficult for local governments to place regional apparatus in organizational restructuring. It is recommended that the Central Government establishes the regulations concerning that matter immediately.

In relation to the first recommendation, the central government is expected to issue regulations on regional apparatus, complete with the rules of implementation so that the regions can carry out organizational structuring of regional apparatus fully and thoroughly.

The general and technical variables used as the references in determining the score of every existing Department, Agency, or institutions within regional apparatus are still notably normative and general. Such condition will allow local government to manipulate the score and raise the status of the existing Department or Agency, leading to the increasing regional apparatus. It is not effective and efficient. Thus, it is recommended that the general and technical variables are followed by more specific and standardized indicators.

The organizational restructuring of regional apparatus of the Government of Denpasar is still not properly socialized. Many people do not know about the new changes in organizational structure. Thus, the improvement of socialization to the public regarding the programs of bureaucratic reform of the Government of Denpasar, particularly online-based, is required.

The organizational restructuring of regional apparatus of the Government of Denpasar carried out in 2016-2017 is still in the process of testing regarding the placement of existing officials and staff. Therefore, there are many officials and staffs occupying the new position who are confused about their job description so that they do

not show optimal performance. It is recommended that the government of Denpasar carries out an immediate evaluation of the performance, suitability of tasks and employee's capability and potential to assume the responsibility on the new task. The evaluation allows the right placement of personnel to support the optimization of the performance of regional apparatus based on the principle of 'the right man on the right place'

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