

The Development of Regional Working Unit Structuring Model in the East Nusa Tenggara Provincial Government

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Abstract

The restructuring of the regional working unit (OPD) as a form of institutional restructuring carried out in the framework of bureaucratic reform needs to pay attention to the structuring model that is by the needs and conditions of the Regional Government, so that the composition and formation of regional apparatus organizations can be following the needs of the Regional Government. In the Government Regulation (PP) No. 18 of 2016 concerning Regional Working Unit, there was a change in the provisions on the implementation of organizational working unit restructuring with the previous Government Regulation namely Government Regulation (PP) No. 41 of 2007 concerning the Regional Working Unit, wherein the Government Regulation regulates the arrangement of regional apparatus organizations based on the area, number of inhabitants and local original income or regional financial capacity whereas Government Regulation (PP) No. 18 of 2016 concerning the Regional Working Unit regulates the organizational arrangement of regional working unit based on compulsory governmental affairs and selected governmental affairs which are the authority of regional governments with the principle of Righthzising. So that with the change in the organizational structuring model of the regional working unit, it is expected to be able to realize the form and composition of an effective and efficient regional working unit in accordance with the regional government institutional requirements.

Keywords: regional working unit, organizational restructuring, restructuring model of regional working unit

INTRODUCTION

The implementation of decentralization policy is a normative basis for changes in governance in the regions, including in terms of changes in authority at the Central Government, Provincial Governments, and Regency / City Governments. The authority alteration has implications for changes in the workload and organizational structure that carries out these authorities, which in turn demands the restructuring of government institutions in the regions. The reorganization of regional government institutions is a logical consequence of the fundamental changes in the regional government system, as outlined in the decentralization policy.

Decentralization policy is also an essential part of improving government management. The implementation of a centralized government with broad geographical conditions and a large and diverse population is considered unable to provide welfare to the community. Therefore, it is necessary to hand over governmental affairs to the lower-level government to carry out affairs related to government administration,

development, and local scale community services. Thus, the range of control becomes more affordable, and people's demands for services can be met by the local government more quickly, accurately, and inexpensively.

To optimize the implementation of decentralization and regional autonomy, it is necessary first to identify the elements that make up the regional government as a government entity. This identification used as a foundation for improvement, structuring, and also change by following the dynamics of existing needs. There are seven essential elements, namely government affairs, institutions, personnel, finance, regional representatives, public services, and supervision. The implementation of these seven elements will have implications for the birth of democratization and welfare at the local level. Therefore, improvement or structuring of these seven crucial aspects will continually bring closer to the achievement of the goal of autonomy itself.

Related to the explanation above, one of the elements that need to be seen in-depth and comprehensively is institutional. The argument is that the regional authority cannot be carried out without being accommodated in the regional institutions. A regional institution is a tool for the implementation of functions that are the authority of the region. The presence of regional

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institutions provides clarity in the accountability of the implementation of tasks and functions in the context of the implementation of regional autonomy. Therefore, the arrangement of regional institutions is an essential part of supporting the achievement of the objectives of regional autonomy.

During this time, the presence of regional working units, in general, is seen as not being able to provide maximum support related to the implementation of the regional autonomy program. Normatively, the establishment of regional working units has accommodated the applicable provisions. However, in reality, the existing regional working units have placed a financial burden on the regions. The budget has been used bigger for operational costs of employees than the implementation of financing the business itself or development costs. In another part, the presence of technical regulations that require the establishment of regional working units as a place to carry out certain functions adds to the burden on the regions. As a result, organizations that were formed, although not contributing much to the interests of the community, were retained and used up public funds.

Another problem that arises also indicates that the spirit of the formation of regional working units is more to accommodate the interests for the addition of structural positions. The larger the organization, the higher the existing structure that provides more opportunities for an employee to occupy a position. The presence of the organization seemed only to want to accommodate the interests of civil servants or bureaucrats in the regions.

In the regional working unit guidelines, it has explained that the primary basis for the preparation of regional working units is the presence of government affairs that need to be addressed. This is intended as the government's responsibility in maximizing the implementation of government functions in a clear forum. However, it is also understood that not every effort to carry out government affairs must be formed into a separate organization.

In the arrangement of regional working units by the Provincial Government of East Nusa Tenggara, the explanation above cannot be fulfilled in the regional work unit structuring process based on the mandate of PP No. 41 of 2007 concerning Regional Working Units. The results show that the structure tends to be fat

structuring. The regional working unit's intumescence was occurred due to philosophical inaccuracies in organizational formation. Some of these problems include inefficient use of resources, widening the span of control, and the lack of integration of the handling of functions that should be handled by only one unit into several organizational units, causing overlapping functions. This condition often creates conflicts of interest between regional working units. The occurrence of seizure of duties and functions makes public services neglected.

In other parts of the guideline for the formation of regional working units, which have been a reference for regions to organize their organizations, still not been able to develop the spirit of regional autonomy which gives authority for regions to develop their innovations based on the vision and mission. The formation of regional working units has been based on rules and regulations (rule-driven organization). Many regional working units that are formed are not in the position of being central to the implementation of the vision and mission of the regional government or regional vision. The size of the organization formed so far has only been based on scoring calculations and is very influential in determining whether a unit needs to be maintained, modified, or written off, whereas the consideration for forming an organization must involve administrative, economic, and even political considerations. Political consideration here concerns how an organization is formed to carry out the responsibility of realizing the vision and mission of the region and regional heads.

The asynchrony between the magnitude of the organization with the vision and mission that has been set up has led to the implementation of local government to be limited to routine. Not able to bring fundamental changes according to plan. Regional working units often do not contribute to the development of regional development.

Another factor that has often been neglected so far in the framework of structuring regional apparatus is that there is no distinction to be explicitly made in terms of institutional criteria for regions with low difficulty factors and regions that have high difficulty factors. The existence of the uniformity of the pattern so that the organization formed by various considerations of the subjectivity of bureaucrats in the region so that sometimes organizations that are formed are formed not in accordance with regional

needs. In fact, the superior characteristics of one province with other provinces differ in their characteristics. Therefore, the type of organization formed and the amount will be different.

Based on the problems above, to realize an ideal regional working unit, it is necessary to arrange an organization that can carry out functions based on regional characteristics and the needs of its people. This hypothesis means that in addition to taking into account the factors stipulated in the regional government law, it is also necessary to accommodate other factors that will later make the regional working unit the center of regional autonomy. Regional working units are expected to be an established organization and able to play a role as a means of implementing government functions as well as an optimal process of interaction between the Government and other regional institutions and the community. Thus, the organization's regional posture will be realized, which is proportional, effective, and efficient based on the principles of the organization.

East Nusa Tenggara Province, as one of the regions characterized by islands and directly borders with foreign countries, needs to conduct a particular study regarding its regional working unit. The study as part of the institutional arrangement of government that leads to the rightsizing model, namely efforts to simplify the government bureaucracy that is proportional and transparent as needed. The effort expected to produce a regional working unit that is not too large but effective in the implementation of its primary functions in accordance with the spirit of renewing government functions (reinventing government) in order to support the realization of good local government. With the right organization in terms of shape, function, and size according to the characteristics and needs of the region, public services expected to be carried out effectively and efficiently so that the Province of East Nusa Tenggara has a competitive edge compared to other Provinces in Indonesia.

MATERIAL AND METHOD

The essence of a research is an activity that has the aim to solve or find answers to a problem, in the process, it requires the formulation of the problem to be investigated and then determined the appropriate methodology to solve the problem so that it is easier and directed towards the goals and

objectives of the study. To facilitate researchers in obtaining an in-depth picture, the researchers used a qualitative approach. Because this research is more sensitive in capturing various information phenomena, especially those related to the focus of research, besides this approach can also present a holistic or comprehensive form in analyzing a social phenomenon.

Bogdan and Taylor (Maleong, 2007) define qualitative research methodology as a research procedure that produces descriptive data in the form of written words, or verbally from people and observable behavior from the people (subjects) themselves. Therefore, in the context of the research conducted, researchers want to find out more about how the process, strategy, and effectiveness of the strategy, the things that are considered as well as obstacles and support in structuring the organization of regional apparatus in the East Nusa Tenggara Provincial Government.

A. Decentralization

The concept of decentralization could refer to Smith's view (1985: 1) in his book "Decentralization: The Territorial Dimension of The State" which stated that: "Decentralization means both reversing the concentration of administration at a single centre and conferring powers of local government. Decentralization involves the delegation of power to lower levels in a territorial hierarchy, whether the hierarchy is one of government within a state or offices within a large-scale organization".

The above opinion explains that decentralization has the meaning of granting power to local governments through the administrative authority to realize regional development. Decentralization can be used as a regional authority to regulate and manage the interests of local communities according to their initiatives based on community aspirations in accordance with the territorial authority of the region concerned. Therefore, the implementation of decentralization requires regional values that develop within the community to avoid "over centralization".

Another view of the concept of decentralization was conveyed by Grindle (2007: 4), stated that: "...decentralization brought significant new power to local decision makers, it also brought headaches and dilemmas. Long bereft of authority and resources by highly centralized political system, localities throughout the world grappled with how to take on

responsibilities for routine administration, public service provision and economic development”.

The statement explained that the meaning of decentralization means bringing significant new resources to the apparatus in order to make decisions in the region. Through broad authority, the region has a centralized local political system, so that it can quickly meet and respond to the needs of local communities routinely as well as in order to create economic development. This statement is in line with the opinion of Muluk (2005), which states that decentralization reflects the main task of the government to provide public goods as reflected in the use of its policy instruments. Decentralization can provide better satisfaction in providing public goods.

B. Regional Autonomy

The concepts of decentralization and autonomy are words that exchangeable. Autonomy comes from the Greek words "outos" and "nomos." The word autos mean "alone," and the word nomos means "command." Overall, autonomy can mean "self-rule." The concept of regional autonomy more interpreted as the right of authority and regional obligation to regulate and manage their households in accordance with applicable laws and regulations (Nugraha, 2004: 21). The philosophy and essence of regional autonomy are how to develop regional resources and provide flexibility for optimizing the best potentials for the benefit of the local community. Autonomous individuals become the primary capital for the realization of intrinsic regional autonomy. It concluded that the benefit of autonomy is to increase the capacity of local governments to regulate and manage their regions.

The actualization of Indonesian regional autonomy implementation can be traced through historical dimension which in this case starts from the New Order era, namely Law Number 5 of 1974 concerning the Fundamentals of Governance in Regions, to the order of reform with the issuance of the Law Number 22 of 1999 concerning Regional Government, which was then renewed by Law number 32 of 2004 concerning Regional Government.

The presence of Law Number 32 the Year 2004 concerning Regional Autonomy has changed the meaning of autonomy concerning the regional legislative and executive relations model. Four changes are emphasizing the essence of regional autonomy in the administration of the regional government in Indonesia. First, the philosophy used still refers

to the meaning of diversity in unity. Second, the political paradigm that is used remains within the framework of democratization, equity, and justice. Third, the addition of an economic paradigm by emphasizing competitiveness through empowering local communities. Fourth, the administrative paradigm with more emphasis on the effectiveness, efficiency, and welfare of the people.

C. Bureaucracy

In Indonesia, bureaucracy defined as an overall government organization that carries out state duties in various administrative units under departments and non-departmental institutions both at the central and regional levels. Bureaucracy is a government system that is run by government employees because it has adhered to the hierarchy and level of office (Balai Pustaka, 2002). The use of the term bureaucracy was first introduced in the 17th century by a French philosopher Vincent de Gournay who used the term "bureaumania". This term has a negative connotation to describe the behavior of government officials who tend to be arbitrary, whose essence is not serving the community but serving their own interests (Albrow, 1996: 1-3). Since then, the term bureaucracy has been used extensively in political dictionaries in Europe during the 18th century (Lay, 1997: 24). This term was quickly adopted in France and Germany in the same meaning as bureaucracy (later to become bureaucratie), Italy became burocratiza and English became bureaucracy.

The definition of bureaucracy was also stated by Abdullah (1991: 229), who differentiated bureaucracy into three categories, which included: 1). Public government bureaucracy, which is a series of governmental organizations that carry out general government tasks, including maintaining order and security, from the central to the regional level. These tasks are more "regulative" (regulative-function); 2). Development bureaucracy is a government organization that runs a specific sector in order to achieve development goals, such as agriculture, health, education, industry, and others. Its primary function is the development function or the adaptive function; 3). Service bureaucracy is an organizational unit of government that is essentially part of or related to the community. Its primary function is direct service to the community.

In the social science community, discussions related to bureaucracy associated with thoughts developed by Max Weber, a German sociologist

who laid the foundation for the concept of modern government organizations. Weber's thinking is a significant milestone because it seeks to develop internal and external bureaucratic mechanisms that expected to be able to grow an effective and efficient bureaucracy that works in the public interest. The characteristic of bureaucracy is the hierarchical and detailed division of labor, which based on impersonal, written rules, which in no way hold ownership of the instruments of government or work, or the financial position.

There are at least seven bureaucratic ideal criteria described by Max Weber, namely; 1) Clear division of labor, 2) Hierarchy of clear authority, 3) High formality, 4) Impersonal, 5). Decision making on employee placement based on ability, 6) career paths for employees, and 7) Organizational life separated from personal life (Robbins, 1994: 338). This ideal type of bureaucracy, according to Max Weber, is an abstract construct that makes it easy to understand social life. Furthermore, according to Weber, this ideal type can be used to compare bureaucracy, between one bureaucracy and other organizations in the world. If a bureaucracy cannot function within a particular type of ideal organization, then we can draw an explanation of why this can happen and what factors distinguish it. According to Weber, the ideal type wants to explain that bureaucracy or administration has a definite form in which all functions carried out in rational ways. The rational term with all aspects of its understanding is the key to the ideal concept of the Weberian bureaucracy.

Furthermore, in the social science literature, it is often called the name Parkinson, a social science figure from the University of Singapore who became famous for "Parkinson's Law." Parkinson's Law states that; 1) Each civil servant will do his best to increase the number of subordinate employees; 2) Every employee will always create a new task for himself, which is often doubtful of its benefits and meaning. Therefore, the bureaucratization rate will increase, and the number of civil servants will increase automatically, irrespective of the required workload. This pattern is called "Parkinson's or Parkinsonia-style bureaucratization." Parkinson's bureaucracy is a bureaucratic model that magnifies the bureaucratic quantitative figure. Parkinsonian done by developing the number of members of the bureaucracy to increase its capabilities as a development tool. On the other hand, Parkinson

needed to accommodate the development of an increasingly advanced society (Fatah, 1998: 192).

D. Organizational Restructuring

The restructuring comes from the words re- and structure. Organizational structure is related to relatively fixed relationships between various tasks in the organization. According to Handoko (2006), organizational restructuring or organizational design defined as formal mechanisms in which the organizational structure shows the framework and arrangement of the embodiment of a fixed pattern of relationships between functions, parts or positions as well as those that show, the different duties and responsibilities within an organization. Whereas Robbins (2006) defines organizational restructuring as a process of redesigning or restructuring the existing bureaucratic order when dynamics occur in the environment both internal and external, the bureaucracy must also adapt the dynamics in order to develop.

Don Hellrigel (2001: 474) defines organizational design as a process of evaluating and selecting formal communication structures and systems, human resources, coordination, control, authority, and responsibility to achieve organizational goals. Therefore, the nature of organizational design refers to the pattern of organizational structure adjustments (can be tangible structuring, restructuring, or reform) so that organizational goals can be realized. Organizational design is related to the use of organizational principles. The following three factors will more or less influence organizational design:

- a. Environmental factors which include the external environment, and have a direct impact on the life of the organization.
- b. Strategic factors, in order to make the organization able to show its unique abilities. Organizations must have a competitive advantage in many ways.
- c. Technological factors play a role in the formation of departmental groups, the delegation of authority and responsibilities as well as an integrated mechanism.

Organizational restructuring, in the narrow sense, covers aspects of organizational performance, work systems, and procedures as well as a delegation of authority and autonomy. While restructuring, in the broadest sense, covers all aspects of the organization that very strongly affect the productivity of the organization, which includes human resources,

financial resources, and other resources, including facilities and infrastructure.

E. Organizational Structuring

In the context of institutional structuring, institutional change is inseparable from the dimensions of organizational magnitude, namely downsizing and upsizing. Institutional structuring is to create new structures or improvements to existing structures, known as restructuring. In other words, a restructuring policy is a process of finding an appropriate and balanced measure between the burden of government tasks/authorities on the one hand, and the ability and objective needs on the other side. Therefore, the institutional format can experience development (expansion) and reduction (contraction), depending on the dynamic change of variables that affect institutional structuring at least include two levels, namely the level of the institutional environment and the level of transactional cost.

Structuring and organizational strengthening, as one of the stages in bureaucratic reform, aims to increase the efficiency and effectiveness of local government organizations proportionally according to the needs of task. So that local government organizations become precise in terms of functions and sizes (rightsizing) that are not merely a weak structure, rich function. Rightsizing is an effort to restructure the government bureaucracy by developing organizations that are more proportional, flat, transparent, short hierarchical, decentralized, and accountable. Therefore, central and regional government organizations directed to be arranged based on a clear vision and mission. Furthermore, the organizational structure design is based on real needs and follows the strategy in achieving the organization's vision and mission. Such institutions then filled with reliable human resources with efficient mechanisms, systems, and procedures (Sunarno, 2005).

The goal of downsizing regional institutions is to improve the performance of regional governments so that they are more effective and efficient, must be followed by the implementation of the rightsizing principle (harmonizing and balancing) so that regional governments can genuinely achieve their performance. Every effort to carry out administrative reform, reform of the government bureaucracy, there are at least three elements and targets that must fulfilled, namely: bureaucratic institutions that are structurally lean (dowsizing); right and harmonious

(rightsizing), as well as culturally democratic, responsive and accountable, leading to a bureaucratic system that not only works based on the command and control mechanism but also merit =system, and the formation of a professional apparatus, has a clear vision, high expertise and noble morals / ethics. This must be the basis for the rearrangement of regional institutions in Indonesia (Mardiyono, 2008).

Data Collection

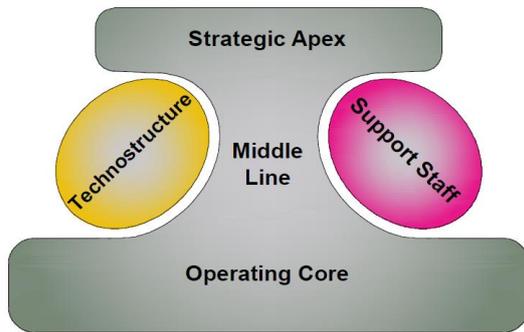
Data collection is a series of interrelated activities aimed at gathering information to answer the research questions that arise. Qualitative research generally uses three data collection techniques, namely, in-depth interviews, observation, and documentation. By using these three techniques, it assumed that it is possible to obtain a comprehensive set of information and data. The three data collection techniques, according to Lincoln and Guba (1985: 187), are methods that are suitable for inquiry that implemented humanely.

RESULT AND DISCUSSION

In designing regional apparatus organizations, organizational structures are things that need special attention. According to Suryanto et al. (2008: 102-103): "The organizational structure is a formal map that shows the division and grouping of tasks and coordinating the implementation of activities in an organization. The more complex the organizational structure, the more intensive coordination, control, and communication is needed between existing organizations so that leaders can ensure that each unit can work well. " Therefore, Suryanto asserted that in designing local government organizations, the division of tasks, grouping of functions, and coordinating activities need to be well considered.

According to Mintzberg (1993: 153), in an organizational structure, there are rules, duties, and authority relationships that are formal. This authority relationship governs how people work together and use available resources to achieve organizational goals. The tasks contained in the organizational structure divided into five basic elements, namely Strategic Apex, Middle Line, Technostructure, Supporting Staff, and Operating Core. Each element carries out their respective functions in a synergistic and systematic work relationship so that the expected goals can be realized.

Picture 1
The Five Part of Organization



In connection with the organizational structure, Mintzberg (1993: 153) describes the five basic elements referred to as follows:

- 1) The Strategic Apex, which is part of the organization that functions as the person responsible for whether or not the organization achieves its main tasks;
- 2) The Middle Line, which is part of the organization whose job it is to help translate the top management policies to subsequently submitted to the implementing unit for further action;
- 3) The Technostructure, which is part of the organization that functions to analyze the policies of the leadership by issuing various guidelines or certain standardizations that must be considered by all regional apparatuses / their respective users;
- 4) The Supporting Staff, which is a part of the organization that participates in support for the tasks of the regional apparatus as a whole; and
- 5) The Operating Core, which is part of the organization that functions to carry out the main functions of the organization relating to direct service to the community.

Based on the explanation above, in PP No. 41 of 2007, the amount of the Regional Organization (OPD) is determined based on three variables, namely the number of population, area, and the amount of the Regional Budget Revenue and Expenditure (APBD). This regulation is different from the two previous Government Regulations, where the amount of OPD is not determined by the three variables, but based on the authority owned by the region, characteristics, potential, and needs of the region, regional financial capacity, availability of apparatus resources and

development of cooperation patterns between regions and/or with third parties. With the birth of PP No. 41 of 2007, the magnitude of the organization of the regional apparatus can be explicitly determined.

Besides being determined by these three variables, the determination of the amount of OPD is also determined by the geographical location of the region, whether it is inside Java and Madura, or is it outside Java and Madura. In 2008 the population of East Nusa Tenggara Province was 4,260,294 people (BPS-NTT in 2007) weighting 24%, the total area of 47,349.90 km² (BPS-NTT in 2007) weighting 21%, and the total APBD Rp. 1,982,627,658,004 (Regulation No. 12 of 2007 concerning the NTT Province Regional Budget in 2008) weighs 20%, the total weight is 65%. So based on the provisions as shown in Table 1, the Provincial Government of East Nusa Tenggara has the values as presented in Table 1.

Table 1.
Value Three Variables For Determining Opd Government of East Nusa Tenggara Province

Table 2
NTT PROVINCE REGIONAL WORKING UNIT AMOUNT (Based on the provisions of Article 21 paragraph (3) Government Regulation Number 41 of 2007)

Number	Regional Working Unit	Explanation
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No.	Variable	Value
1.	Total Population	24
2.	Wide range of Area	21
3.	Total APBD	20
	Total	65

1.	Regional Secretariat	At most consists of 3 (three) assistants
2.	DPRD Secretariat	
3.	Local agencies	At most consists of 15 (fifteen)
4.	Regional Technical Institutions	At most consists of 11 (eleven)

The pattern of structuring the regional apparatus organization carried out by the Government of East Nusa Tenggara Province is by following the mandate of PP No. 18 of 2016 concerning Regional Apparatuses when considered in terms of its stages; it tends to refer

to the organizational structuring pattern developed by Stanford (2005) as described in his book "Organization Design a Collaborative Approach," in which Stanford (2005) divides organizational structuring activities into five phases as follows:

1. The first phase is the preparation phase for change; in this phase, the preparation for change is done by exploring what problems within and outside the organization so that it requires changes in the organizational structure.
2. The second phase is the phase of choosing to change; This phase is the phase in which a decision must taken, whether, with existing problems, the organization needs to change or not, and indicate the current organizational conditions and expected conditions.
3. The third phase is the phase of designing further and more detailed changes; In this phase, a more detailed organizational structuring design is carried out, namely the determination of various authorities (decentralization), duties and functions

distributed, to whom the organizational units are responsible (centralized), and the compatibility between alternative organizational structuring with applicable laws and regulations (formality).

4. The fourth phase is the phase of organizing and managing the transition: this phase done by recognizing the benefits and impacts that may arise from the changes, changes that will occur, and what steps can be taken to make the change successful.
5. The fifth phase is the phase of assessing the results of organizational structuring: this phase evaluates organizational structuring based on problem identification. This phase can produce an assessment between the objectives of organizational structuring and the results obtained. In the end, the results of this assessment can be taken into consideration for organizational improvement in the future.

The phases in organizational structuring according to Naumi Stanford (2005), can be illustrated in the following table:

Table. 3 Stages in changing organizational structure

	Phase One	Phase 2	Phase Three	Phase Four	Phase Five
Phase	Preparing changes	Choose to change	Detailed change planning	Transitional handling	Design evaluation
Key Question	Why need changes	Current conditions, expected conditions, strategies to achieve the expected conditions	How to start? What is the next action? When will it be finished?	What are the implications for the individual? Why is there a problem? How to overcome it?	What does that have to do with the consequences of the problem?
Main Document	Details of the problem and proposed changes	General plan document	Detailed plan document	Implementation progress report	Internal audit and evaluation report
Time Scale (week) and Action	(1) Stakeholders meeting	(2) Workshop with senior teams. (3) Workshop with the operator team (4) Documents and scoping, developing communication plans	(5) Appoint project managers, develop project plans, detail team members and assign tasks. (6) Carry out tasks that require understanding		Submit a review, which is reviewed 6 months later

Based on the explanation above, the East Nusa Tenggara Provincial Government in carrying out the organization of regional apparatus as

mandated by PP No. 18 of 2016 concerning Regional Apparatus has carried out the stages starting from the preparation stage by conducting coordination meetings, socialization

with all leaders of regional apparatuses, the stage of determining the arrangement of the regional apparatus organizational arrangement, the implementation stage and the evaluation stage of the results of the regional organizational organization structuring.

From the process carried out according to the organizational structuring phase of the regional apparatus, there is a tendency that the structuring pattern regulated in PP No. 41 of 2007 is different from the arrangement pattern regulated in PP No. 18 of 2016 concerning Regional Apparatuses. As regulated in PP No. 18 of 2016 concerning Regional Apparatuses, the formation and arrangement of regional apparatuses based on the mapping of Mandatory Government Affairs and Preferred Government Affairs. Whereas the mapping of Government Affairs is carried out to obtain information about the intensity of Mandatory Government Affairs and the potential of Preferred Government

Affairs and the workload of administering Government Affairs. The mapping of functions referred to is used to determine the structure and type of the Regional Apparatus. In this regard, the Ministry of Home Affairs has developed a mapping information system for Government Affairs and the determination of the workload of Regional Apparatuses that can be accessed via the internet at the site: facilitate.otda.kemendagri.go.id. The results of the government affairs mapping for the Government of the Province of East Nusa Tenggara obtained scores for each function as in table 9 below:

Table 4
Score Of Government of East Nusa Tenggara Province

NO	GOVERNMENT AFFAIRS	TOTAL SCORE	TYPE
1.	Population and Civil Registry Administration	994	Type A
2.	Land Affairs	-	-
3.	Energy and Mineral Resources	1.030	Type A
4.	Youth and Sports	616	Type B
5.	Record Management	830	Type A
6.	Education	952	Type A
7.	Culture	966	Type A
8.	Forestry	1.134	Type A
9.	Maritime Affairs and Fisheries	1.131	Type A
10.	Health	1.078	Type A
11.	Population and Family Planning Control	434	Type C
12.	Peace and Public Order and Community Protection (Sub-Pol PP)	882	Type A
13.	Peace and Public Order and Community Protection (Sub-Fire)	602	Type B
14.	Communication and Information	753	Type B
15.	Cooperatives, Small and Medium Enterprises	910	Type A
16.	Living Environment	1.078	Type A

NO	GOVERNMENT AFFAIRS	TOTAL SCORE	TYPE
17.	Food	1.022	Type A
18.	Tourism	1.190	Type A
19.	Public Works and Spatial Planning	1.014	Type A
20.	Housing and Settlement Areas	641	Type B
21.	Community and Village Empowerment	812	Type A
22.	Women's Empowerment and Child Protection	868	Type A
23.	Capital Investment	1.218	Type A
24.	Industry	742	Type B
25.	Trading	675	Type B
26.	Transportation	910	Type A
27.	Library	809	Type A
28.	Coding	354	-
29.	Agriculture	1.226	Type A
30.	Social	854	Type A
31.	Labor	658	Type B
32.	Transmigration	490	Type C
33.	Statistic	406	Type C
34.	Planning	1.274	Type A
35.	Inspectorate	840	Type A
36.	Staffing	882	Type A
37.	Education and Training	882	Type A
38.	Finance	910	Type A
39.	Research and Development	896	Type a
40.	Provincial Liaison	182	-
41.	The Regional Secretariat	1.134	Type A
42.	Council Secretariat	770	Type B

Typology of the Regional Secretariat, the DPRD Secretariat, and the Inspectorate, as well as the supporting functions of Government Affairs in the Planning and Financial Sector are determined based on the results of the calculation of the variable values as follows:

- a. The Regional Secretariat, the DPRD Secretariat, and the Inspectorate, as well as the supporting functions of Government Affairs in the Planning and Finance sector are in type A if the results of the calculation of variable values are more than 800 (eight hundred);
- b. The Regional Secretariat, the DPRD Secretariat, and the Inspectorate, as well as the supporting functions of Government Affairs in the Planning and Financial Sector are included in type B if the results of the calculation of variable values are more than 600 (six hundred) up to 800 (eight hundred); and
- c. The Regional Secretariat, the DPRD Secretariat, and the Inspectorate, as well as the supporting functions of Government Affairs in the Planning and Financial Sector are included in type C if the results of the calculation of variable values are less than or equal to 600 (six hundred).

Whereas the Office and Agency typology is determined based on the calculation of the variable values as follows:

- a. Agency and Department type A if the results of the calculation of variable values are more than 800 (eight hundred);
- b. Agency and Department type B if the results of the calculation of variable values are more than 600 (six hundred) up to 800 (eight hundred); and
- c. Agency and Department type C if the results of the calculation of variable values are more than 400 (four hundred) up to 600 (six hundred).

According to the above provisions, the following is the formation of a Regional Apparatus Organization (OPD) compiled based on the results of governmental affairs mapping in accordance with Government Regulation Number 18 of 2016 concerning Regional Apparatuses by referring to article 15 paragraph 6 which stipulates that each Government Affairs is accommodated in the form of an office with the assumption that every eligible business is made in one OPD. And the results of the

organization of regional government organizations of East Nusa Tenggara Province, there are 42 regional officials with the following details:

- a. NTT Province Regional Secretariat, consisting of 3 Expert Staff, 3 Assistants and 9 Bureaus.
- b. Provincial DPRD Secretariat
- c. Provincial Regional Inspectorate
- d. Regional Office, as many as 27 offices
- e. Regional bodies, as many as 9 agencies
- f. KORPRI Council Secretariat
- g. RSUD Prof. W.Z Johannes Kupang

The results of the arrangement of the Regional Apparatus Organization above, subsequently determined in Perda No. 9 of 2016 concerning the Formation and Structure of Regional Apparatus of the Province of East Nusa Tenggara. However, then it changed according to the change of regional leadership after the Simultaneous Local Election. So to adjust the vision and mission of the new Governor and Deputy Governor, the Provincial Government. East Nusa Tenggara decided to re-evaluate the results of the arrangement of the Regional Apparatus Organization previously. This decision is also in line with the stipulation of Permendagri No. 99 of 2018 concerning the Development and Control of the Arrangement of Regional Apparatuses. In this regulation, the Central Government provides space for the Regional Government to reorganize the Regional Apparatus Organization.

Establishment of Permendagri No. 99 of 2018 Concerning the Development and Control of Regional Apparatus Arrangement, which is a space for the Regional Government to evaluate the results of the Regional Organizational Arrangement, also of course enables the Regional Government to erase, merge and form new regional apparatuses in the evaluation of Regional Apparatus Organizing organizations. The Provincial Government did the same. East Nusa Tenggara, which in this evaluation phase applies a pattern of structuring by eliminating, merging, and forming new regional apparatus. Then the results of the evaluation of the arrangement of the Regional Apparatus Organization with the pattern, the institutional design of the regional apparatus of East Nusa Tenggara Province were 38 regional apparatus with the following classification:

- a. There are 22 permanent regional apparatuses.

- b. The regional apparatus combined as many as 23 regional apparatus.
- c. The regional apparatuses strengthened by the main tasks and functions of 3 regional apparatuses.
- d. Regional apparatus divided as many as two regional apparatus.

So overall the composition of the regional apparatus of the Province of East Nusa Tenggara, consisting of;

- a. The Regional Secretariat consists of 7 Bureaus
- b. Provincial DPRD Secretariat
- c. Inspectorate
- d. Regional Offices consist of 20 Dinas
- e. Regional Board consists of 8 agencies, and
- f. W. Kupang General Hospital Johannes Kupang.

CONCLUSION

Organizational structuring of regional apparatuses is typical in an organizational cycle, including in local government organizations. Organizational structuring of regional apparatus is part of the process of organizational change to anticipate various developing trends. Through the organization's arrangement, it hoped that the performance of regional governments would be more effective and efficient. In practice, the organizational structure often reduced in terms of the rationalization (downsizing) of structures and employees. As a result, there are political interests in the organization of the regional apparatus. Organizational structuring does not always have to be rationalization (downsizing) because it can also be a merger (merger) of several organizations with similar functions/cognates, even the formation of new organizations that are indeed needed to support the organization's vision and mission. Therefore, the new paradigm that should apply in the organization of regional apparatuses is to look for equivalent structures and functions (not just poor structure, rich in functions) as well as designing the organization of regional apparatus (rightsizing), not just downsizing.

In terms of time, the life span of an organization is very diverse, some maintained for a long time, but some formed for a short period to deal with problems that are urgent (crash program) or intended to prepare strategic steps to support a program. In other words, the continuity of an organization is determined by the role that will be carried out by that organization. To anticipate various developments

in the future that will take place quickly, flexible regulations needed in the organization of regional apparatus.

The design of the DPO institutional design must also consider other factors so that the resulting design is following regional needs and can anticipate various development trends in the future. Several rationales that need to consider in the preparation of the OPD institutional design include:

- 1) The rules of a compilation of affairs.
- 2) Harmonization with "sectoral" laws and regulations, for example, the Law on Regional Tax and Retribution, the Disaster Management Law, and others.
- 3) Accommodation of national interests, for example, for food security, disaster management, gender equality, child protection, and others.
- 4) Consideration of proportionality of workload between OPDs.
- 5) Rationalization and restructuring in the regional secretariat.
- 6) Optimization of the functions of service offices and technical institutions as the spearhead in development and service.

These principles are the basis for consideration when preparing the organizational design of the regional apparatus so that the resulting structure is not only efficient but also effective. Even though the organizational structure of the regional apparatus cannot be separated from a number of political considerations, however, the orientation towards the achievement of regional vision and mission and the role of the regional government need to remain a major factor in determining the design to be implemented so that the sustainability of local governance can be maintained and even anticipating various developments in the future.

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