

# Effectiveness of Organizational Design through Implementation of Regional Development Policy

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**Abstract-** This study aims to analyze the implementation of Regional Arrangement Policy according to Regional Regulation No. 4 of 2016 in Realizing the Effectiveness of Organizational Design of South Buru Regency based on four indicators: 1) excellent communication demonstrated by friendly employee behavior, polite to the people who need services, but still constrained by the low awareness of the community to follow and obey the required provisions, 2) employee resources are sufficient in terms of quantity, but even need to improve discipline in terms of time and suitability and consistency with the requirements set out in completing service tasks to ensure accountability employee performance, 3) disposition has been implemented well as indicated by the high awareness of all elements of the leadership and employees of the duties, responsibilities and authority as a public servant and 4) bureaucratic structures running In accordance with the main tasks and functions, indicated by the application of the rules relating to the provisions of service activities in accordance with work procedures in each field.

**Keywords**—communication, resources, disposition, bureaucratic structure, Indonesia

## I. INTRODUCTION

The design of local government organizations focuses on organizational structures based on traditional regulatory design approaches; only organizational structures are the best way to design jobs or organizations. In this conventional organizational design approach, organizations are assumed to be in stable environments with low complexity [1]. Although the view of traditional organizational design is one form of organizational design choices, at this time, rarely found. There is only one best way to design an organization because there is no perfect organizational structure; each structure has advantages and disadvantages [2].

Also, an organizational structure is one element of corporate design, and organizational design is not limited to organizational structure, and many variations of construction made. However, the structure is not quite right, so it is challenging to align other design elements with strategy. If the fabric does not usually support the policy, then everyone in the organization will get obstacles in working [3].

In the context of organizational design elements supporting strategy, corporate design cannot be applied uniformly to all organizations, because regulatory elements cannot be designed

similarly to components from other organizations or each organization must develop and implement features supporting strategies that cannot be imitated by other organizations. Furthermore, decisions on an organizational design must consider the organization or its subdivisions, and all that supports the system, such as corporate culture, availability, and allocation of resources, must be following organizational design [4].

The organizational design of the South Buru Regency is less able to improve organizational effectiveness. They assumed that the corporate design choice is too focused on organizational structure and the decision of organizational design choices does not take into account organizational characteristics or contextual factors, as hypothesized by Mitzberz (1981: 47) that effective organizational design requires alignment between elements of corporate design and contingency factors.

Regional Apparatus Regulations are Guidelines for Regional Governments, both provincial and district/city in the framework of structuring Regional Apparatus Institutions for the formation of regional apparatus organizations in the form of Offices, Bodies, Secretariat, and Districts. Government Regulation Number 18 the Year 2016 is a follow-up to the mandate of Law Number 23 the Year 2014 concerning Regional Government, and there is a change in the division of government affairs between the Central Government, Provincial Governments, and Regency and City Governments. This Regional Regulation contains provisions in the formation of regional work units, types, criteria, positions, and functions of the Regional Apparatus.

The policy aimed at forming the Regional Apparatus Organization "RIGHT FUNCTION and RIGHT SIZE" under the scope of the administration of government affairs to be the regional authority. As well as the realignment of the Regional Apparatus Organization will reduce the number of structural positions, without reducing the number of employees. The effectiveness of organizational design can be enhanced by modifying existing organizational structures, because organizational structures affect the distribution of resources within an organization, are able to respond quickly to changes in the external environment, achieve organizational goals efficiently, wisely use workers' knowledge, skills and abilities, encourage communication and provide information required

by every worker to do his job well, make decisions right at the organizational level, and connect departments and work units to support each other [5].

The organizational structure is related to the process, which influences the distribution of resources within an organization, encourages excellent communication and provides information needed by every worker to do his job well, makes decisions right at the organizational level, and connects departments and work units to support each other [5]. Modern organizational design based on essential issues in organizational structure that is the organizational structure must be dynamic and change according to changes in the environment or remain stable in the face of these changes. Modern regulatory design approaches, including 1) project design. The project design is called a team. It is used to temporarily coordinate entire departments, specific and intricate problems that cannot be handled by one department.

This design facilitates input from various regions. Members from multiple departments and functional areas are a team, each member providing expertise in their area of specialization. Such structures generally coexist with more traditional functional designs; 2) Matrix organization, matrix design combines two different types of design, namely project organization, and functional design. Because this type of organizational design project is not considered stable, the design matrix attempts to provide a permanent management structure by combining the project and functional structure. The main advantage of this combination is the balanced matrix of the technical design and project objectives and allocates specific responsibilities for both.

## II. METHODS

This study was designed using a qualitative approach, examining the social reality of the process and the meaning of social construction. With the qualitative research approach used, the informant is a South Buru Regency government employee to explain the real situation about the object of research. The first analysis was carried out at the level of data reduction with a descriptive analysis model. Because the analysis process is carried out in conjunction with the data collection process, it is unlikely that there will be a lack of data because the researcher can easily see the element of analysis that is missing or not discussed with the informant when the interview and observation method used. The analysis process is also understood by critically examining the data collected by exploring and observing several theoretical thoughts regarding the observed phenomenon.

Data categories and reductions, case collections, and explanations vary, while conclusions for each case compiled and contained in the data transcription and categorized in the form of relevant themes carried out each time to the field. The data reduction process is carried out to select data that is only data that is relevant to the research question, and the purpose of the study is collected, while irrelevant set-aside.

Empirical causal explanation will be used as a guideline for researchers to conduct the process of collecting data selectively using the two methods above so that only data that has a context or relation to the focus of the research will receive analytical treatment with the primary requirement that the data is valid and can be used to make an explanation related to research material.

Data will be collected and will be processed in a simple form, so that young people read. The process of analyzing data in this study uses qualitative data analysis that is producing descriptive analysis data, what is stated by respondents and informants in writing is then examined and studied — then presented under the variables used as indicators in this study.

## III. FINDINGS AND DISCUSSION

### A. Communication

The interface defined as the process of delivering communicator information to the communicant. Information on the public policy needs to be conveyed to policy actors so that policy actors can know what they have to prepare and do to carry out the policy so that the goals and objectives of the system achieved as expected. Policy communication has several dimensions, including the aspects of transmission, clarity, and consistency [6].

1. The transmission dimension requires that public policies be conveyed to policy implementers and also to the policy target groups and other interested parties, both directly and indirectly.
2. The dimension of clarity requires that the policy transmitted to the implementer, the target group and other interested parties clearly so that between them know what is the purpose, goals, objectives, and substance of the public policy so that each will know what needs to be prepared and implemented to succeed the procedure effectively and efficiently.
3. The dimension of consistency is needed so that policies took that are not confusing so that it confuses policy implementers, target groups and interested parties.

Communication is the process of delivering information from the communicator to the communicant. Meanwhile, policy communication means the process of providing policy information from policymakers to policy implementers. The effectiveness of interface requires that information is not only conveyed to policy implementers but also the public. Regarding communication, the following are the results of interviews with employees, including:

“In principle, existing employees always try to remain friendly, polite, and polite when communicating with the community in providing services to anyone who comes and needs service. Hospitality in serving the community from the attitude of employees who always use simple and friendly language asking about what the community needs and also seen hospitality in carrying out service duties. However, sometimes the friendliness of the employees also experience a change, but this happens if the community is considered

negligent in following the rules given, but is still in a reasonable condition framed by politeness and politeness in responding to the common good.”

“Likewise, the attitude of courtesy and courtesy is always shown by employees here in serving the community, the harmonious relationship between service providers and service recipients. Also, the attitude of politeness can be shown by employees through respecting those who come and need service, always served regardless of who and where they come from.”

“Therefore, in our opinion, the attitude of hospitality and politeness of employees in providing services to the community has been able to be carried out in accordance with their existence as servants of the state and public servants in providing their best services according to the burden of duties and responsibilities in tune with the expectations of all parties” (Interview Results: 29 August 2019).

The answer above then checked with the response of community respondents about how employee communication with the community in providing services according to community needs. The following are interviews of researchers with informants as recipients of services, including:

“Most of the employees in this office are friendly and polite to communicate with the community in carrying out their duties, but there are also employees who communicate poorly with us, the people who, when served, often forget to bring the documents that should be brought to the office to get services according to the needs of that community” (Interview Results: 29 August 2019).

Listening to the respondents' answers, about how the employee's communication with the community in providing services according to the needs of the population is seen to be inversely proportional to the solutions of other community respondents, the following is the interview of the researcher with the informant as the recipient of the service, that:

“The employee there is still not friendly and also not polite to us. For example, I was once yelled at by an officer just because of negligence. I was not serious about hearing directly from employees. In my opinion, there are still some who are not polite because they feel needed, so they scold. When viewed, their age is far different from served, like parents with children. What causes me to say they are still not friendly and not polite in providing services”.

Other respondents also acknowledged this respondent's answer as a service recipient that the complaints were still occurring frequently, but on the other hand, they also confirmed that:

“Their negligence in the file or requirements, causing us employees to experience obstacles in providing services per the needs of each person who needs service. Then has implications for delaying service to other communities because we need additional time for the community to provide documents or requirements to be able to meet the needs. This phenomenon, if it happens to the community for the first time visiting, would not be a problem, but if it happens to people who have been visiting for a long time, we will scold them

regardless of age. We need to adopt this attitude so that in the future, the community will not repeat it”. (Interview Results, 30 August 2019).

Various answers of these respondents, it can be emphasized that actually, employees have always tried to be friendly, polite and behave politely to the people who need their services, but the low awareness of the community to follow and obey the provisions required of them is still relatively small, so it has implications for the confiscation of work time employee. Thus, it would not be excessive if it was stressed that in order to achieve the effectiveness of quality work of employees, especially employees, the problem of the level of obedience of employees to rules and regulations is not only noticed and corrected, but the issue of the level of community obedience requiring existing employee services also needs to be increased so that such trivial matters will not occur repeatedly and eventually take up the employee's work time in carrying out their duties and responsibilities of service to the public at large. Obedience means obeying all instructions or rules. If this can work well, then employee effectiveness can be achieved according to the expectations of all parties who are competent with this problem.

## *B. Resource*

The resource factor has an essential role in policy implementation. These resources include human resources, budget resources, equipment resources, and authority resources [6].

### *1. Human Resource*

Human resources are one of the variables that influence the successful implementation of policies. Edward III in Widodo (2010) states that "probably the most important resource in implementing policy is staff." Edward III in Widodo (2010) added "no matter how clear, and consistent implementation of orders are and no matter accurately they are transmitted, if the personnel responsible for carrying out policies lack the resources to do an effective job, implementing will not be effective" (No matter how clearly the implementation of the framework is and nothing their accuracy is transmitted, if the person responsible for implementing the policy lack the resources to do useful work, implementing it will be not helpful).

The implementation of the policy will not succeed without the support of sufficient quality and quantity of human resources. The variety of human resources is related to the skills, dedication, professionalism, and competence in their fields, while the strength is related to the number of human resources is enough to cover the entire target group. Human resources are very influential on the success of implementation because, without human resources that are reliable in human resources, policy implementation will run slowly.

Human resources related to staffing or implementing apparatus whether there is enough available or the need for the additional staff of the policy implementer. The availability of sufficient staff is a determining factor of a policy. Failures that

often occur in the implementation of policies, one of which is caused by insufficient staff, adequate, or not competent in their fields. However, an adequate number does not guarantee the successful implementation of a policy; the team must have the skills and competencies in their respective areas.

Human resources related to implementing employees are sufficiently available or the need for additional employees of the policy implementer. The availability of the number of employees is quite a determining factor for a policy. Failures often occur in policy implementation, one of which is caused by insufficient, inadequate, or incompetent staff in their fields. However, an adequate number does not guarantee the successful implementation of a policy; the team must have the skills and competencies in their respective areas.

#### 2. Budget Resources

Edward III in Widodo [6] stated in the conclusion of his study "budgetary limitation, and citizen opposition limits the acquisition of adequate facilities. The turn of the quality limit of service that the implementer can provide to the public ". According to Edward III, the limited budget available causes the quality of services that should provide to the community is also inadequate.

According to Edward III, the limited incentives given to implementers are the leading cause of the failure of program implementation. Edward III in Widodo [6] concluded that limited budgetary resources would affect the success of policy implementation. Besides, the program cannot implement optimally; budget constraints cause low disposition of policy actors.

In implementing policies, the budget is related to the adequacy of capital or investment in a program or system to ensure the implementation of the system, because, without adequate budgetary support, the policy will not run effectively in achieving its goals and objectives.

#### 3. Equipment Resources

Edward III in Widodo [6] states that equipment resources are the means used for the operation of the implementation of a policy, including buildings, land, and facilities, which all will facilitate the provision of services in policy implementation. Edward III in Widodo [6] states Physical facilities may also be critical resources in an application. An implementer may have sufficient staff, may understand what he is supposed to do, may have the authority to exercise his tasks, but without the necessary building, equipment, supplies, and even green space implementation will not succeed.

#### 4. Authority Resources

Another resource that is quite important in determining the success of policy implementation is an authority. Sufficient power to make their own decisions owned by an institution will influence the institution in implementing a policy. This authority becomes essential when they faced with a problem and require being resolved immediately with a decision [6]. Therefore, Edward III [6], states that the main actors of the policy must give sufficient authority to make their own decisions to implement the strategies under their jurisdiction.

Resources have an essential role in the implementation of policies and the consistency of provisions and rules and how accurate the delivery of these provisions or regulations; if the policy implementers responsible for implementing procedures, lack the resources to implement policies effectively, then the implementation of policies will not become valid. As a service center, the South Buru Regency Government certainly has the resources to implement the Regional Arrangement Policy following Regional Regulation No. 4 of 2019 as a legal product of Resources relating to all sources that can be used to support the successful implementation of the policy. These resources include human resources, budget, facilities, information, and authority

The ability of employees to obey the rules and conditions of working hours that apply meant here is Human Resources as the key to the success of employees or a leader in carrying out service responsibilities by prioritizing public interests so that the presence of existing officials can be in line with applicable civil servant discipline provisions. Therefore, the human resource requirements needed in the framework of service delivery are by predetermined service standards, especially about competencies and qualifications for each role that will play in each service process.

About how employee resources in providing services to the community, the following interview researchers with officials in the Government of South Buru Regency, among others:

"As leaders, we always direct that our employees in carrying out daily tasks must be in line with the policies that have applied so far. The ability of employees to implement policies related to providing services to the community is well aware that we are not yet optimal. Based more on the lack of maximum technical knowledge. Therefore, we can say that the employees here in dealing with their daily duties and responsibilities are quite good in their presence and their ability to carry out their duties is not optimal. They always try right in providing services according to applicable regulations, both related to the timeliness of work, providing administrative functions related to the needs of the community.

While the problem of delays in existing employees, as far as we know, we need to acknowledge that there are still employees who are late in arriving at the office on time, but the numbers are still in a reasonable condition where the number of those present on time in comparison is always more with those who are not on time. On the other hand, we say it is reasonable because the problem of delay is not due to deliberate, but rather caused outside of it, for example, because according to the fact that employees reside in locations far from the office and traffic jams often occur. Therefore, as leaders, we understand that as long as they are within the limits of reasonableness and continue to improve by enforcing strict rules and regulations. (Thursday, September 1, 2019).

Respondents' answers from the elements of leadership and employees as mentioned above, after being checked with the community's opinion about how employees' resources in

providing services to the community, are the results of the researchers' interview with the informant community, namely: Sometimes we wait for officers when needed, in our opinion that employees, when coming and going even when providing services to the community, are often late and these conditions are always given a variety of reasons, on average the reasons are quite classic namely the problem of busy taking care of the family, traffic jams on the road.

### C. Disposition

Disposition or attitude is a behavior that is shown by elements of a policy implementation activity to be able to align the growth of action from the position indicated by government policy developers on the subject and object of the policy. Understanding the disposition as the will, desire, and tendency of the administration need to implement the system earnestly so that the policy objectives realized. If policy implementation wants to succeed effectively and efficiently, the implementers not only know what needs doing and can carry out the policy, but they must also have the will to implement the strategy [6].

The factors that concern Edward III regarding dispositions in policy implementation consist of:

1. Appointment of bureaucracy. The distribution or attitude of the executor will pose a real obstacle to the implementation of the policy if the existing personnel does not implement the system desired by the higher-ranking officials. Therefore, the appointment and selection of staff implementing the strategy must be people who have a dedication to the policies that have set.
2. Incentives are one technique to overcome the problem of the attitude of policy implementers by manipulating incentives. People move based on their interests, then manage impulses by policymakers to influence the actions of policy implementers. Adding individual costs may become a motivating factor that makes the executor carry out orders well as an effort to meet personal or organizational interests.

The characteristic tendency of policy implementers plays a vital role in realizing the implementation of policies under the objectives. Honesty directs the implementer to remain within the expectations of the program outlined, while the high involvement of the implementers of the system will make them always enthusiastic in carrying out their duties, authority, functions, and responsibilities per established regulations in terms of implementing the Regional Arrangement Policy under Regional Regulation No. 4 of 2019. The implementer's attitude or attitude does not fully support and carry out his duties properly. Regarding Disposition in providing public services, the following are the results of researchers' interviews with community informants, as follows:

"Seeing the reality of the burden of duties owned by employees and service activities provided both public services to the community according to their needs, it can be said that the average employee can serve what the community needs."

"On the other hand, employees also quickly and responsibly assist with the management of community needs. Also, employees are always responsive in carrying out their service responsibilities to the community and services are provided on time and are very appropriate to the needs of the community. Therefore, the average employee here has sufficient ability to carry and carry out the burden of responsibility by their duties" (Interview Results: Monday, September 5, 2019).

Regarding dispositions in providing public services, the same response was also given by community respondents, as follows:

Honestly, we are delighted with the service provided to us. Like what we have experienced, for example, myself visiting this office, I well served by employees, and the results of that service were very satisfying. Therefore, in our opinion, existing employees have sufficient capacity to carry out their responsibilities as required by the community "(Interview Results: Tuesday, September 20, 2019).

From the various answers given by respondents to questions related to this indicator, it can emphasize that employees are fully aware of their duties and responsibilities as community servants. The employees are always consistent in providing services to the people who need them. And even in the implementation of service responsibilities, the leader realizes his duty as a leader, who not only instructs his subordinates or supervises employees at every working hour but also plays an active role in engaging in providing services to the community according to their needs. Also, the description of the situation of subordinates who obey the tasks and responsibilities given is a form of performance accountability of government agencies, carried out by employees based on carrying out the duties and responsibilities assigned to them as subordinates in this office. Something important because, in doing so, it can reduce the unfavorable image that is developing in the community today related to service.

### D. Bureaucratic Structure

There are six characteristics of bureaucracy as the result of observations of administration in the United States, namely:

1. Bureaucracy created as an instrument in dealing with public needs (public affairs).
2. Bureaucracy is the dominant institution in the implementation of public policies that have different interests in each hierarchy.
3. Bureaucracy has several different objectives.
4. The function of the bureaucracy is in a complicated and broad environment.
5. Bureaucracy has a high survival instinct, so rarely found dead administration.
6. Bureaucracy is not a neutral force and is not in full control of outsiders.

Although the resources to implement policy are sufficient, and the implementers know what and how to do it, and have the desire to do so, Edward III [6] states that "policy

implementation may still not be practical due to inefficient bureaucratic structures."

Edward III [6] covers aspects such as bureaucratic structure, division of authority, relations between organizational units and so on. According to Edwards III in Wahab (2008), there are two main characteristics of bureaucracy namely: "Standard Operational Procedure (SOP) and fragmentation." "Standard operational procedure (SOP) is the development of internal demands for the certainty of time, resources and uniformity needs in complex and broad work organizations." Edward III [6] states that: Likewise, clearly, the operating standards are not clear, both regarding the mechanisms, systems, and procedures for implementing policies, division of primary tasks, functions and authorities, and responsibilities among actors, and the harmonious relations between performing organizations. With others also determines the success of policy implementation. However, based on the results of Edward III's research [7] explains that: SOP is very likely to be an obstacle for the implementation of new policies that require new ways of working or new types of personnel to carry out procedures. That way, the higher the system requires changes in the usual ways in an organization, the higher the probability of SOPs impeding implementation.

Edward III [7] explains that "fragmentation is the spread of responsibility of a policy to several different bodies that requires coordination" Edward III [6] said that a fragmented bureaucratic structure could increase the failure of communication because the opportunity for instruction is very distorted. The more distorted the implementation of policies, the more they need for intensive coordination.

The bureaucratic structure has a significant influence on policy implementation. This aspect of organizational structure encompasses two things, namely the mechanism and structure of the bureaucracy itself. The first aspect is the mechanism; in the implementation of policies, usually, have been made standard operating procedures (SOP). An SOP is a guideline for every implementer in acting so that the application of systems does not deviate from the goals and objectives of the policy. The second aspect is bureaucratic structure; a bureaucratic structure that is too long and fragmented will tend to weaken supervision and cause bureaucratic procedures that are complex and complex, which in turn will cause organizational activities to become inflexible.

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That said that the results of the work carried out by the employees as subordinates can satisfy the community as well as superiors and the results of the work carried out optimally are a tangible manifestation of the accountability of the performance of government agencies carried out by the employees as subordinates by showing adequate abilities so as to satisfy all party. This fact proves a large number of people visiting every working day, and there have never been complaints from the community. However, with regard to future development, it should be facilitated by various office facilities and infrastructure that can be utilized and guaranteed comfort, and the physical appearance of the office and its rooms to be improved so that adequate and sufficient to provide support, in addition to the enforcement of rules related to the performance of leaders and employees with neat uniforms, then followed by interior and exterior facilities which the public perceives as clean, and all information attributes.

#### IV. CONCLUSION

Based on the results and discussion, it concluded that the implementation of the Regional Arrangement policy under Regional Regulation No. 4 of 2016 in Realizing the Effectiveness of the Organizational Design of South Buru Regency based on four indicators described as follows:

1. Communication takes place well shown by the behavior of friendly employees, polite and courteous to the people who need services, but still constrained by the low awareness of the community to follow and obey the required provisions.
2. Employee Resources are sufficient in terms of quantity, but still, need to improve discipline in terms of time and suitability as well as consistency with the conditions set in completing service tasks to ensure accountability of employee performance.
3. The disposition well implemented, as indicated by the high awareness of all elements of the leadership and employees of the duties, responsibilities, and authority as a public servant.
4. The structure of the Bureaucracy is running well per the main tasks and functions of each, indicated by the enactment of rules related to the provisions of service activities by work procedures in each field.

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