

Structuring Strategy of Regional Technical Implementation Unit (*UPTD*) Regency (Case Study: Organization and Governance Section of Penajam Paser Utara Regency)

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Abstract

This study was conducted to explain the Strategy of Organizational Structuring Policies that have been implemented in Penajam Paser Utara Regency. This study aims to describe the strategy through the basis of Osborne and Gaebler's (2014) theory. This study takes a descriptive qualitative research design. Data collected were through interviews, observations, and documentation. The findings show that arrangement of Local Technical Unit in PPU Regency only had use three strategies involving Core, Customer and Control Strategies by both of Organizational through the institutional review, and institutional product and police by community. Meanwhile, the required strategy involved Core, Customer and Control, Consequence, and Culture Strategies. The *UPTD* organizational arrangement in Penajam Paser Utara Regency is carried out only with core strategy, control strategy, and customers strategy. In addition, there are five strategies needed by the East Kalimantan Provincial Organization Bureau and the Organization and Administration Division of Penajam Paser Utara Regency District.

Keywords: Regional Technical Implementation Unit, institutional, structure, strategy.

1. Introduction

Ministry of Home Affairs Regulations (*Permendagri*) No. 12 of 2017 when associated with the theory of Osborne & Gaebler (2015), basically tries to restructure the Regional Technical Implementation Units (*UPTD*) organization with three strategies, namely core, customer, and control strategies. Through the core strategy, the *UPTD* organization is clearly reorganized regarding its objectives, roles, and directions as an organization implementing certain technical tasks in the regions (Arumsari, 2017; Grimmelikhuijsen & Knies, 2017; Hermanto, 2017). The customer strategy focuses the attention of *UPTD*, specifically only on the community as the recipient of goods/services. In addition, a control strategy that provides authority to the implementer in this case the Head of *UPTD* to provide instructions in the field related to decision making is based on the vision and mission of the relevant Regional Work Units (*SKPD*) (Rahmawati et al., 2020; Rindam, 2021; Rogers et al., 2019; Trianto & Yulianeu, 2018).

According to the letter of the Governor of East Kalimantan Number 061/2423/B.Org regarding the recommendation for the establishment of *UPTD* in the Penajam Paser Utara Regency Government Environment, there is a decrease in type in five *UPTDs* in Penajam Paser Utara Regency. These decreases are then considered detrimental to other four *UPTDs* in Penajam Paser Utara district so that the Organization and Governance Section of Penajam Paser Utara Regency re-submitted an application for facilitation so that the four *UPTDs* are returned to type A. Those for *UPTDs* which experience a decrease are *UPTD* of Penajam Central Market and *UPTD* of Public Works. The *UPTD* of the Penajam Central Market experiencing a decrease in type is considered relevant because it only serves one sub-district according to the data in Table 1.4, but the Public Works of *UPTD* that carries out services in 4 sub-districts at once (across sub-districts) is considered not to meet the criteria of *UPTD* type B. Therefore, the Head of Planning, Research, and Development Agency (*Baperlitbang*) PPU requests that the echelon status of *UPT* PU be reviewed.

The decrease in the *UPTD* type is interpreted by the *SKPD* (Regional Apparatus Work Unit) as a cut in the organizational structure of the work system which has an effect on budget cuts. Not only in terms of echelonization

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but also the meaning of the urgency of the existence of the organization so that HR support and funds will be cut by policyholders in Penajam Paser Utara Regency. Anticipating the worst possibility, the Organization and Governance Section tries to facilitate action on the recommendations published by the Provincial Bureau of Organizations.

According to David Osborne & Gaebler (2015), reinventing government is "a fundamental transformation of government systems and organizations to create dramatic improvements in their effectiveness, efficiency, and ability to innovate (Al-Busaidi, 2014; Wu et al., 2021). This transformation is achieved by changing the objectives, incentive system, accountability, power structure, and culture of the system and organization of government". Renewal can be done by replacing a bureaucratic system into an entrepreneurial system. In other words, renewal makes the government ready to face challenges in terms of service to the community, creating organizations that are able to improve effectiveness and efficiency in the current time and in the future (Grimmelikhuijsen & Knies, 2017; Gupta et al., 2007; Ruvalcaba-Gomez & Renteria, 2020; Yang et al., 2019).

Table 1. Summary of Osborne and Gaebler's Five Strategies

No.	Booster	Strategy	Approach
1	Purpose	Core Strategy	Clarity of Purposes Clarity of Role Clarity of Direction
2	Incentive	Consequent Strategy	Controlled Competition Company management Performance Management Customer Choice
3	Accountability	Customer Strategy	Competitive Options Quality Assurance Customers
4	Authority	Control Strategy	Organizational Employee Empowerment Community
5	Culture	Cultural Strategy	Stopping the Habit of Touching Feelings Changes the Minds

(Osborne & Gaebler, 2015)

According to *Permendagri* No. 12 of 2017, the Regional Technical Implementation Unit, hereinafter abbreviated as *UPTD*, is an organization that carries out certain operational technical activities and/or supporting technical activities at the Regional Office or Agency.

The criteria for the Regency *UPTD* formation include:

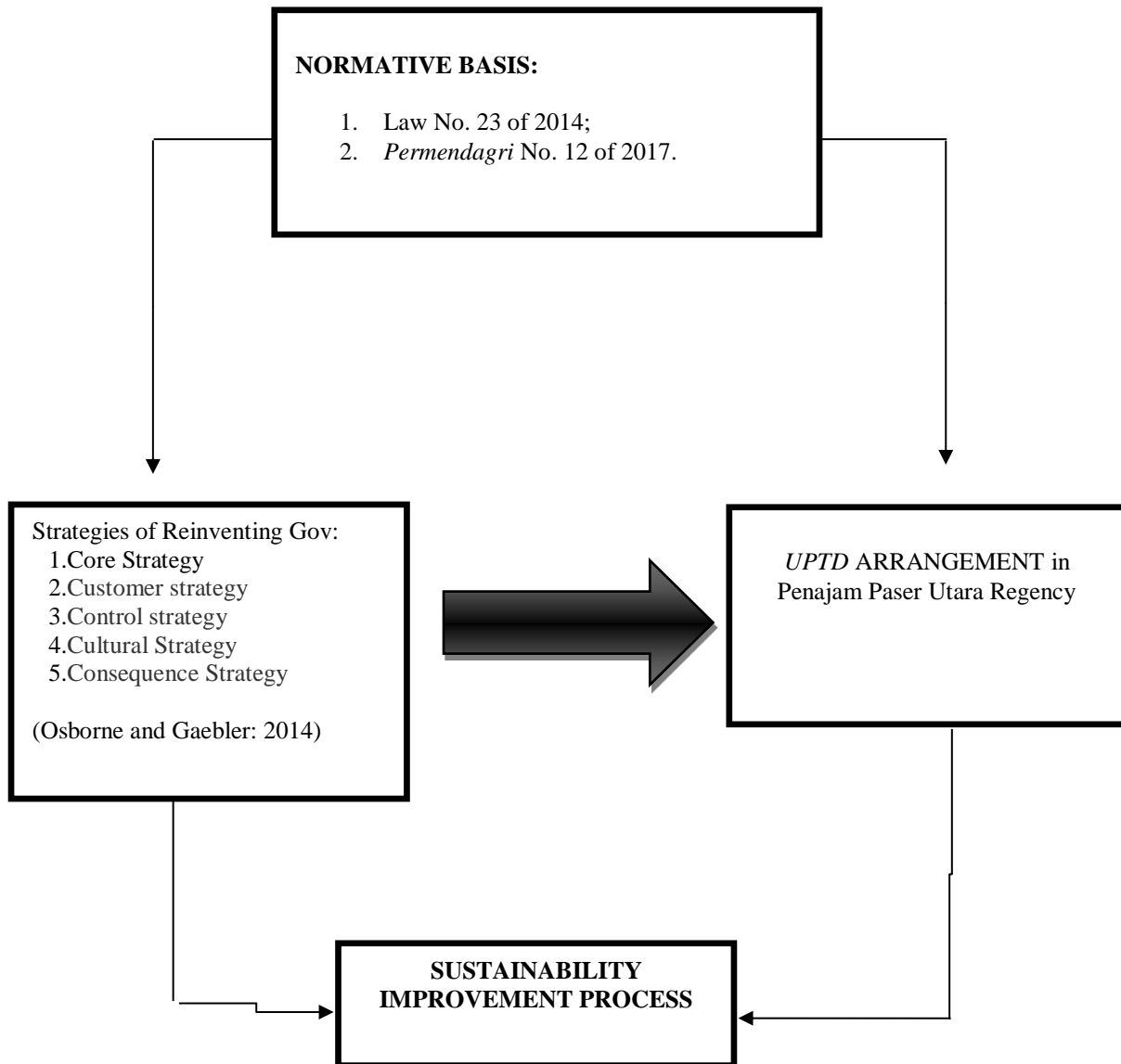
- a. Carrying out operational technical activities and/or certain supporting technical activities of Government affairs that are implementing in nature and are the responsibility of the parent agency;
- b. Providing goods and/or services needed by the community and/or by other regional apparatus;
- c. Providing direct and tangible contributions and benefits to society and governance;
- d. Availability of resources including employees, financing, facilities, and infrastructure;
- e. Availability of technical functional positions in accordance with the duties and functions of the UPT concerned; and
- f. Having SOPs in carrying out certain operational technical tasks and/or certain supporting technical tasks.

The *UPTD* regencies/cities have the task of carrying out operational technical activities and/or supporting technical activities as well as government affairs that are the implementation of their parent organization which in principle, it is not coaching and is not directly related to the formulation and determination of regional policies. Meanwhile, according to Article 21 of the *Permendagri* No. 12 of 2017, the formation of the Regency/City of *UPTD* is equipped with documents, including academic studies on the need for the formation of *UPTD* and analysis of employee expenditure ratios.

The choice of strategy based on Osborne and Gaebler's theory was created because the *UPTD* in Penajam Paser Utara Regency is a kind of small organizational unit that is mostly formed to achieve Locally-Generated Revenue (*PAD*) in this regency. There are service products produced from *UPTD* and directly related to the community as customers and recipients of services.

Academic studies and their content that lead to this choice of strategy then appear two formulations of problems that the researchers revealed in Chapter I, namely, How to Organize the Organization of Regional Technical Implementation Units (*UPTD*) in Penajam Paser Utara Regency and How is the Organizational Structuring Strategy of the Regional Technical Implementation Unit (*UPTD*) in Penajam Paser Utara Regency.

Based on the explanations and theories, the researcher's Framework of thought is summarized in the following :



Source: 2018 data processing results

2. Research Method

This study intends to obtain the models and strategies used by the Organization and Governance Section of the Regional Secretariat of Penajam Paser Utara regency in reorganizing the UPTD organization based on *Permendagri* No. 12 of 2017. The research was conducted in the Organization and Governance Section of the Regional Secretariat of Penajam Paser Utara Regency, East Kalimantan Province, which was selected as the research location because it is the center of various public administration facilitation of all regional apparatus work units (*SKPD*) in Penajam Paser Utara Regency ranging from institutional document administration to personnel documents (Sugiyono, 2018, 2019).

This study used primary data and secondary data. Primary data were in the form of interviews by the interviewees. The resource persons in this study are government officials and the community. Resource persons were selected based on the Main Duties and Functions (*TUPOKSI*) related to institutions, staffing, and finance. The secondary data were used in the form of Penajam Paser Utara in Numbers, Blue Print Map, Profile of Penajam Paser Utara Regency, East Kalimantan Province, *UPTD* academic studies, UPTD SOP, UPTD of ABK, Penajam Paser Utara Regency Regional Regulation No. 3 of 2016 concerning the Organization of Regional Apparatus of Penajam Paser Utara Regency, *Permendagri* No. 12 of 2017 concerning procedures of UPTD and LKIP formations of Penajam Paser Utara Regency in 2017.

In order to make it easier and have a direction in measuring data, an operationalization of variables is created which can be seen in the table 2.

Table 2. Variable operationalization table

No.	Variable	Dimension	Indicators
1.	Variable X Strategy	Core Strategy	1. Clarity of Purpose 2. Role Clarity 3. Clarity of Direction
		Customer strategy	1. Controlled Competition 2. Enterprise management 3. Performance Management
		Control strategy	1. Customer Choice 2. Competitive Options 3. Quality Verification 4. Customer
		Cultural Strategy	1. Organizational 2. Employee Empowerment 3. Community Empowerment
		Consequence Strategy	1. Reward and Punishment System 2. Touching Feelings 3. Changing Your Mind
		Process	1. Change 2. Input 3. Output
		Data	1. Results 2. Measurement 3. Form
2.	Variable Y Organizational Structuring	Change	1. Circumstances 2. Transition
		Input	1. Material 2. Uses
		Output	1. Results 2. Time
		Organization	1. Place 2. Group
			3. Cooperation 4. Structure 5. Purpose

Osborne and Gaebler's Theory (2014)

The data analysis technique used in this study is the interactive *model analysis (Interactive Model of Analysis)* from Miles and Huberman, 1992. In this model, three components of analysis, namely data reduction, data presentation, and conclusion drawing, carried out in an interactive form with the data collection process as a cycle.

3. Results and Discussions

The term of *Reinventing Government* means a government sector institution that has an entrepreneurial habit, by utilizing existing resources but using them in new ways to achieve Efficiency and Effectiveness.

The *Permendagri* No. 12 of 2017 tries to create a system of efficiency and effectiveness through bureaucratic simplification. Through this regulations, organizational trimming was carried out with the presence of types A and B in *UPTD*. Although this is simple way, many things will be affected by this bureaucratic simplification.

The similarities and relationships between Osborne and Gaebler's Strategies and *Permendagri* No. 12 of 2017 are then described through the analysis of the table 3:

Table 3. Osborne and Gaebler's Strategy Concept Equation with *Permendagri* No. 12 of 2017

Osborne and Gaebler's strategy	<i>Permendagri</i> No. 12 of 2017
Reinventing Government → New Ways → Resources → Efficiency and Effectiveness	<i>Permendagri</i> No. 12 of 2017 → Organizational Restructuring → Reduction of Resources, Budget, Clarity of <i>Tupoksi</i> → New Ways of Utilizing Resources → Efficiency and Effectiveness

Source: Author's Analysis

The table 3 explains that what is the intention of *Permendagri* No. 12 of 2017 is an elaboration of what the Osborne & Gaebler Strategy (2015) expectations to achieve efficiency and effectiveness of governance. Reinventing government expects new ways of leveraging resources in organizations to achieve efficiency and effectiveness. Meanwhile, *Permendagri* No. 12 of 2017 through the basic concept of institution, namely restructuring the organization, will cause in a reduction in resources, budgets, and even activities due to the affirmation of the clarity about the *tupoksi* (main duties and functions) of the institution in this *UPTD*. This will then stimulate a new way of utilizing resources, from what used to be one job done by two people, now only one person. What used to be two jobs was done by four people with a budget of 100 million, it could be that after organizational restructuring two jobs were done by only two people with a budget of 80 million because there was a decrease in employee and operational expenditures due to employee cuts. This will provoke the achievement of efficiency and effectiveness.

The relationship between these 10 Osborne and Gaebler Strategy thought lines with *UPTD* is then described through the table 4.

Table 4. Relationship between Osborne and Gaebler's Theory with *UPTD*

Osborne and Gaebler's theory	<i>UPTD</i>
<i>Catalytic Government: Steering Rather Than Rowing</i>	Through this principle, <i>UPTD</i> becomes an organization with a mini-design directed by a large organization (<i>Dinas</i>)
<i>Community-Owned Government: Empowering Rather than Serving</i>	<i>UPTD</i> empowers the community by involving many community participation in its program of activities
<i>Competitive Government: Injection Competition into Service Delivering</i>	<i>UPTD</i> becomes a competitive organization that is juxtaposed with other service providers
<i>Mission-Driven Government: Transforming rules-Driven Organizations.</i>	<i>UPTD</i> creates a lot of resource freedom in testing new ideas
<i>Result-oriented Government: Funding Outcomes, Not Inputs</i>	<i>UPTD</i> is not input-oriented but rather outcomes-oriented
<i>Customer-Driven Government: Meeting the Customer's Need, Not the Bureaucracy</i>	<i>UPTD</i> is oriented to the needs of the community

Osborne and Gaebler's theory	UPTD
<i>Entreprising Government: Earning Rather Than Spending</i>	UPTD turns profit motive into public use, UPTD prioritizes efficiency in producing services rather than overspending
<i>Anticipatory Government: Prevention Rather than Cure</i>	UPTD changes the focus of services that were previously treating damage to prevention of damage
<i>Decentralized Government: From Hierarchy to Participatory and Team Work</i>	UPTD is not centralized, UPTD is an organizer of public service needs whose implementation is decentralized
<i>Market-oriented Government: Leveraging Change through the Market</i>	UPTD is the provision of services on the basis of community financing by understanding market needs

Source : Author's Analysis

Based on the table above, it can be seen that the ten mindsets of Osborne and Gaebler's Strategy have a relationship with different UPTD characteristics in Penajam Paser Utara district.

Furthermore, the researcher conducted a summary table based on the indicators of the strategy indicators above to facilitate the determination of the strategy chosen by the East Kalimantan Provincial Organization Bureau and the Organization Section of Penajam Paser Utara district as follows:

Table 5. Matrix Table for Determining UPTD Structuring Strategy in East Kalimantan Provincial Organization Bureau and Organization and Administration Division of Penajam Paser Utara Regency District Regional Secretariat

No.	UPTD Name	Strategy Indicators				
		Core Strategy Institutional Review	Consequence Strategy Review of Entitlements/benefits Based on Employee Performance	Customer Strategy Product Service Reviews to the community	Control Strategy Policy Review with the community	Cultural Strategy Review of the Governance system
1	UPTD Public Works Penajam District	√	-	-	-	-
2	UPTD Public Works of Waru District	√	-	-	-	-
3	UPTD Public Works of Babulu District	√	-	-	-	-
4	UPTD Public Works of Sepaku District	√	-	-	-	-
5	UPTD of Main Seed Center for Food Crops and Horticulture	√	-	-	-	-
6	UPTD Slaughterhouse	√	-	-	-	-
7	UPTD of Bike Vehicle Testing	√	-	-	-	-

No.	UPTD Name	Strategy Indicators				
		Core Strategy Institutional Review	Consequence Strategy Review of Entitlements/benefits Based on Employee Performance	Customer Strategy Product Service Reviews to the community	Control Strategy Policy Review with the community	Cultural Strategy Review of the Governance system
8	UPTD of Laboratories and heavy equipment	√	-	-	-	-
9	UPTD of Penajam Central Market	√	-	-	-	-
10	UPTD of Cattle Breeding and Fattening	√	-	-	-	-
11	UPTD of Waste and Domestic Wastewater	√	-	-	-	-
12	UPTD of Penajam Buluminung Port	√	-	-	-	-
13	UPTD of Youth and Sports	√	-	-	-	-

Source : 2020 data processing results

Based on the table 5, it can be seen that the Bureau of Provincial Organizations through sheet of academic studies carried out institutional reviews. They concern to the number of sub-districts that are lead by *UPTD* as well as the description of the main duties and functions performed by *UPTD* through the attached SOP column. Based on this condition, it can be concluded that the Bureau of Organization of East Kalimantan Province carried out the *UPTD* arrangement based on *Permendagri* No. 12 of 2017 with the Core strategy.

Table 6. Matrix Table for Determining the Strategy for Structuring *UPTD* in East Kalimantan Provincial Organization Bureau and Organization and Administration Division of Penajam Paser Utara Regency District Regional Secretariat

No.	UPTD Name	Strategy Indicators				
		Core Strategy Institutional Review	Consequence Strategy Review of Entitlements/benefits Based on Employee Performance	Customer Strategy Product Service Reviews to the community	Control Strategy Policy Review with the community	Cultural Strategy Review of the Governance system
1	UPTD Public Works Penajam District	-	-	-	√	-
2	UPTD Public Works of Waru District	-	-	-	√	-

No.	UPTD Name	Strategy Indicators				
		Core Strategy Institutional Review	Consequence Strategy Review of Entitlements/benefits Based on Employee Performance	Customer Strategy Product Service Reviews to the community	Control Strategy Policy Review with the community	Cultural Strategy Review of the Governance system
3	UPTD Public Works of Babulu District	-	-	-	√	-
4	UPTD Public Works of Sepaku District	-	-	-	√	-
5	UPTD of Main Seed Center for Food Crops and Horticulture	-	-	√	-	-
6	UPTD Slaughterhouse	-	-	√	-	-
7	UPTD of Bike Vehicle Testing	-	-	√	-	-
8	UPTD of Laboratories and heavy equipment	√	-	-	-	-
9	UPTD of Penajam Central Market	√	-	-	-	-
10	UPTD of Cattle Breeding and Fattening	-	-	√	-	-
11	UPTD of Waste and Domestic Wastewater	-	-	√	-	-
12	UPTD of Penajam Buluminung Port	-	-	√	-	-
13	UPTD of Youth and Sports	-	-	√	-	-

Source: 2020 data processing results

The table 6 shows that the Organization of Administration Division of the Regional Secretariat in Penajam Paser Utara Regency organizes UPTD with various different strategies. There are two UPTDs that are arranged with core strategies through institutional review, namely UPTD Laboratory and Heavy Equipment and UPTD of Penajam Central Market. Meanwhile, UPTD Penajam, Paser Utara which had been debated, was reviewed with a control strategy because it was the only UPTD that could take policies suddenly with the community. This privilege saves budget and time. So, it is considered effective and efficient by the Organization and Governance Section of the Regional Secretariat of Penajam Paser Utara regency. Meanwhile, the customer strategy was used in the UPTDs producing PAD, namely the UPTD Main Seed Center for Food Crops and Horticulture, UPTD Slaughterhouses, UPTD Bike Vehicle Testing, UPTD Cattle Breeding and Fattening, UPTD Waste and Domestic Wastewater, UPTD Penajam Buluminung Port, and UPTD Youth and Sports. Thus, the strategy carried out by the Organization and Governance Section of the Regional Secretariat of Penajam Paser Utara regency to organize the UPTD aims to

conduct an institutional review, that is a review of service products to the community as customers and a review of policies with the community.

Table 7. Table of Conclusions on the Determination of *UPTD* Structuring Strategy in East Kalimantan Provincial Organization Bureau and Organization and Administration Division of Penajam Paser Utara Regency District Regional Secretariat

No.	<i>UPTD</i> Name	The strategy used by the Provincial Organization Bureau	Strategies used by the Ortala Regency Section	Type Recommendation Results
1.	<i>UPTD</i> of Public Works Subdistrict (four <i>UPTD</i> in each Subdistrict)	Core strategy	Control strategy	In the first recommendation of type B, after re-facilitation of type A
2.	<i>UPTD</i> of Main Seed Center for Food Crops and Horticulture	Core strategy	Customer Strategy	Type A
3.	<i>UPTD</i> of Bike Vehicle Testing	Core strategy	Customer Strategy	Type A
4.	<i>UPTD</i> of Laboratories and heavy equipment	Core strategy	Core strategy	Type A
5.	<i>UPTD</i> of Slaughterhouse	Core strategy	Customer Strategy	Type A
6.	<i>UPTD</i> of Cattle Breeding and Fattening	Core strategy	Customer Strategy	Type A
7.	<i>UPTD</i> of Penajam Central Market	Core strategy	Customer and core strategy	Type B
8.	<i>UPTD</i> of Waste and Domestic Wastewater	Core strategy	Customer Strategy	Type A
9.	<i>UPTD</i> of Penajam Buluminung Port	Core strategy	Customer Strategy	Type A

Source: 2020 data processing results

It can be seen that there are three strategies used by the East Kalimantan Provincial Organization Bureau and Organization and Administration Division of Penajam Paser Utara Regency District Regional Secretariat in managing the *UPTD* in Penajam Paser Utara Regency, namely the core strategy, customer strategy, and control strategy. Overall, the East Kalimantan Provincial Organization Bureau organizes *UPTD* with a core strategy through institutional review of academic studies, while the Organization and Governance Section of the Regional Secretariat of Penajam Paser Utara Regency organizes *UPTD* with a control strategy, customer strategy, and core strategy.

4. Conclusion

The *UPTD* organizational arrangement in Penajam Paser Utara Regency is carried out only with core strategy, control strategy, and customers strategy. In addition, there are five strategies needed by the East Kalimantan Provincial Organization Bureau and the Organization and Administration Division of Penajam Paser Utara Regency Distruct.

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