Research article

Organizational Climate After Institutional Restructuring of a Government Agency in Indonesia: A Case Study

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Abstract.
Institutional restructuring is a method by which the employee reform agenda is manifested in Indonesia. The purpose of institutional restructuring is creating a small but functional government and it is hoped that employees can adapt to the associated changes in structure and work. The purpose of this study was to examine the organizational climate after restructuring of the Social Service, Population Control, Family Planning, Women Empowerment, and Child Protection Agency of Wajo Regency. This research used descriptive qualitative methods. It was found that after restructuring there was a decrease in organizational climatic conditions and that there were problems in the dimensions of the organizational climate.

Keywords: organizational climate, institutional restructuring, bureaucratic reform

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1. Introduction

Many changes have occurred in the institutions of government organizations since the 1988 reform. One form of change is that government organizations carry out institutional restructuring. This is done with the aim of creating an organization that is concise in structure but rich in functions, so that public services can be carried out effectively and efficiently. Greenberg and Baron, changes in organizations are planned and some are unplanned. Robbin and Judge (Sunyoto), the main purpose of planned change is to increase the organization's adaptability to changes that occur in the environment that can change employee behavior [1].

Not only the ability of organizational leaders to adapt to rapid environmental changes, but they must also have the ability to anticipate various models of change and focus on developing change programs (Siagian in Sunyoto)[1]. In general, there are two forces that drive organizational change, namely first, internal forces originating from within the organization with problems of human resources, behavior and managerial decisions. Second, external forces that come from outside the organization with demographic characteristics, technological advances, market changes, social and political pressures [2].

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Restructuring government institutions is one of the ways taken in carrying out bureaucratic reform in Indonesia, both at the central and regional levels. Based on Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025, the areas of change in bureaucratic reform are institutions (organizations), laws and regulations, human resources, authority, public services, mindset and work culture. In responding to the Grand Design of Bureaucratic Reform 2010-2025, the regions carried out institutional reforms by combining or restructuring agencies that were considered to have a correlation so that there was no overlap of authority. Institutional restructuring was also carried out by Wajo Regency, South Sulawesi Province by revising Regional Regulation Number 6 of 2016 with Regional Regulation Number 1 of 2019 concerning the Formation and Composition of Regional Apparatus. Based on the regional regulation, the Wajo Regency government only formed 27 local government agencies which were originally 39 local government agencies. One of the services is the Department of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection which comes from three agencies, namely the Social Service, the Office of Population Control and Family Planning, and the Office of Women's Empowerment and Child Protection.

The number of agencies that the Wajo Regency government has combined is expected to give birth to an agile government organization so that public services can be effective and efficient. However, the merger also had an impact on employees who lost their positions because several tasks were also merged. Another thing is that employees need time to adapt to the new organizational climate. Each combined service has its own organizational climate, so employees need time to form a new climate. There are five approaches to see the organizational climate of an institution, namely responsibility, identity, warmth, support, and conflict [3].

The purpose of this study was to examine the organizational climate after the institutional restructuring of Wajo Regency (case studies of the Department of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection).

2. LITERATURE REVIEW

As an Effort to increase the acceleration of bureaucratic management in Ministries/ Institutions/Local Government agencies, the government carries out bureaucratic reform. Bureaucratic Reform is a process of systematic, integrated, and conference efforts made by the government through various means to improve government performance that is effective, efficient and accountable [4]. According to Komarudin, bureaucratic reform

is a structured, integrated and comprehensive effort to realize a good governance system, which consists of good public governance and good corporate governance. As a manifestation of the government's seriousness in realizing bureaucratic reform, the government has set a policy on the Grand Design of Bureaucratic Reform 2010-2025. In the 2010-2025 RB Grand Design agenda, it contains policies and directions for implementing national bureaucratic reform in the period 2010 to 2025, which then determines the areas for bureaucratic reform changes as follows:

Figure 1

In order to enforce a government organization to be in line with the Bureaucratic Reform agenda and to meet the expectations/demands of the community in line with the changing role of government institutions as public servants, an arrangement/change in government organizations (institutions) is needed. This arrangement is better known as institutional restructuring. This change is intended to develop structures and processes in achieving effectiveness in the organization [5].

Restructuring is often referred to as delayring or downsizing which is defined as organizational change in aspects of human resources, divisions or work units, and includes institutions or positions within an organization.

Organizational restructuring is a process of restructuring (re-designing) the bureaucratic order when there are dynamics in the internal or external environment of the organization, therefore organizations need to adapt these dynamics to develop [6]. This organizational arrangement may be in the form of the formation of a new organization

or an amalgamation of existing organizations, as well as the elimination of the form of existing units [7]. There are at least two dimensions that influence an organization in carrying out restructuring efforts, namely the core factors forming the organization in the form of the people in it (core elements) and work elements [8].

In the process of change or restructuring within the organization, there are obstacles encountered by the organization, namely conflicts or rejection of people within the organization itself. According to Warrant [9], the factor that influences the conflict is the work uncertainty. Warrent calls it the term staff disunity, which is a condition of incompatibility between staff in one work unit and another. This is then called the organizational climate.

One of the important factors that can determine the life or sustainability of an organization is the organizational climate. Organizational climate is a description of the relationship of organizational members (individuals or groups) with the organization related to what happens in the internal environment of the organization, which affects the behavior, attitudes, and performance of organizational members which determine organizational performance [10]. This organizational climate can create a different atmosphere in an organization, some organizations can show a relaxed atmosphere, seem busy, some are quite human, and some seem cold and stiff.

Organizational climate can also be seen as the personality of the organization that distinguishes one organization from another which has the views of each member in viewing the organization [11]. Meanwhile, Amundson defines organizational climate as a reflection of the internal conditions of an organization, arguing that climate can only be felt by members of the organization, and can be a means of deviant behavior from members of the organization [12].

There are 5 (five) dimensions of organizational climate according to Wirawan [10] , as follows:

1. Responsibility

Responsibility is a reflection of the leader for himself, if the employee gets a task or job, the employee knows that it is his job responsibility.

2. Identity

Identity is a sense of belonging (sense of belonging) to the organization and is recognized or accepted in the organizational group.

3. Warmth

Warmth is the feeling of organizational group members towards the work atmosphere in the organization. Usually more inclined to good relations between co-workers, friendly and friendly conditions in informal groups.

4. Support

Support is a feeling of mutual support, helping between leaders and employees, more inclined to support that requires each other, superiors and subordinates.

5. Conflict

Conflict is a condition in which there is a difference of opinion or conflict between the leader and subordinates or vice versa.

3. RESEARCH METHODE

This study uses a descriptive approach with qualitative data analysis. This approach aims to describe or provide an overview of the conditions or situations that occur in the community that is the object of research, so that it can produce a conclusion about these conditions or situations [13]. The conditions described in this study are about the organizational climate after institutional restructuring at the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection in Wajo Regency.

This research is located at the Department of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection, Wajo Regency. The basis for selecting this locus is that the institutional restructuring policy of the Wajo Regency government is extreme because it combines 39 local government agenciesinto 27 local government agencies, in fact there are 3 local government agenciescombined into 1 regional apparatus organization, namely the Social Service, Population Control, Family Planning, Women Empowerment, and Child Protection.

The types of data sources in this study are primary data and secondary data. Primary data is data obtained directly from informants, so that the principle of truth and accuracy of data can be trusted. Regarding primary data sources, the researchers directly conducted in-depth interviews with informants to obtain a complete description of the organizational climate after institutional restructuring at the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection in Wajo Regency. Some of the informants interviewed were the deputy secretary of the service, 1 former head of the division, 3 heads of sections and the Head of Organization

and Administration of Wajo Regency. Secondary data is data sourced from books and relevant regulations and then listed in the bibliography.

The data obtained from the informants were analyzed using the approach proposed by Miles and Huberman, namely first, data reduction with the aim of making it easier to understand the data so as to produce a more detailed illustration. Second, the presentation of data that aims to describe the data obtained which presents the possibility of drawing conclusions. Third, the conclusion is drawn by selecting the essence of the entire series of studies based on the results of interviews and secondary data.

4. RESULTS AND DISCUSSION

In an effort to increase the acceleration of good governance, the government carries out bureaucratic reform in the Ministries/Institutions/Local Governments as a whole. As a manifestation of the government's seriousness in this effort, the government has set a policy on the Grand Design of Bureaucratic Reform 2010-2025 which is regulated in PP No. 81 of 2010. One of the areas of change in the Bureaucratic Reform agenda is changes in the institutional/organizational areas of Ministries/Institutions/Local Governments. .

In order to realize the implementation of the bureaucratic reform agenda, in 2019 Local Government of Wajo Regency carried out institutional changes/restructuring by merging or restructuring agencies that were considered to have a correlation so that there was no overlap of authority. With these changes, this can affect the organizational climate after the institutional restructuring of the restructured offices.

The dimensions of the organizational climate studied after the institutional restructuring of the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection in Wajo Regency are as follows:

4.1. Responsibility

The responsibility reflects the employee's feelings to be a leader or leader for himself, and every decision does not require legitimacy from members of the organization or other employees. This means that employees have an awareness of their own work responsibilities without any legitimacy from other members of the organization. High responsibility illustrates that employees feel compelled to solve their own problems or problems.

Based on the research that the researchers has done after the institutional restructuring at the Office of Social Affairs, Population Control, Family Planning, Women's

Empowerment, and Child Protection, Wajo Regency, it can be seen that most of the employees do not carry out their job responsibilities according to their main duties and functions. According to the informant, this was suspected by the fusion of 3 OPD which was merged into 1 OPD. Where previously there were 3 offices which were combined into 1 service. This has an impact on the number of positions lost. For example, before restructuring there were 3 heads of offices and 3 office secretaries, after restructuring there were 1 head of service and 1 secretary of service. Likewise, the positions below him such as the head of the midwife and the head of the section were reduced in number. This condition makes employees who have lost their positions or non-jobs reluctant to fulfill their responsibilities and result in employees being lazy to enter the office.

In addition, the low responsibility of employees can also be explained by the existence of several programs that were not implemented due to the unclear person in charge of these programs.

4.2. Identity

The restructuring efforts carried out by Wajo Regency in the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection also had an impact on changes in employee identity. Identity reflects a sense of belonging or a feeling of belonging among members of the organization or in other words, employees see themselves as belonging to the organization and being a member of a work team and being recognized or accepted in the organizational group. After the restructuring, employees from the previous three offices felt that they were not part of a work team. There is a sectoral ego among employees, this is because the building facilities used are former family planning office buildings so that family planning office employees feel more entitled to office facilities. From the results of the interview, the informant admitted that the employees from the three agencies who joined did not mix well with each other and each went their own way so that they felt they were not part of the work team.

4.3. Warmth

The warmth dimension reflects the employee's feelings towards a warm or friendly work atmosphere. Sectoral ego among organizational members not only has implications for employee identity but also has an impact on employee warmth. After the restructuring, the atmosphere of friendship and intimacy that generally prevails in the work group

is less pronounced. Based on interviews with informants stated that there is often friction between staff but it does not have implications for the emergence of conflicts between employees. Warmth only occurred in one part from the previous service, but as a whole the agency's institutions did not have warmth. To improve a friendly working atmosphere in the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment and Child Protection, extra work and patience are needed from the leadership of the institution. With the merging of three different services with their respective cultures, it is not an easy thing. Leaders are required to try to create extra activities that involve many people from all employees, so as to create a sense of kinship between them.

4.4. Support

Support is a feeling of mutual trust and support among members of an organization or work group within an organization. High support reflects organizational members feel that they are part of a well-functioning team and feel that they get help from their superiors, if they experience difficulties in carrying out their duties. If support is low, organizational members feel isolated or left alone. After the institutional restructuring, the support of superiors is very important to solve various existing problems. because many problems have arisen after the restructuring, not only between members of the organization but also problems such as problems with facilities and financial support.

After the institutional restructuring, the Wajo Regency government's support for the Department of Social Affairs, Population Control, Family Planning, Women's Empowerment and Child Protection in terms of the budget has decreased significantly. The current budget is not able to finance all programs and activities, especially for operational financing with a large number of employees. The budget shortfall has forced the officials of the Office of Women's Empowerment and Child Protection to become the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment and Child Protection to be more creative in finding insufficient budgets, so that programs and activities continue to run and provide excellent service to the community.

Another problem is office facilities. The restructuring of the three offices into one service is another problem in finding an office, because it has to accommodate 64 civil servants and 54 non civil service employees. The Local Government of Wajo Regency set the Office of Women's Empowerment and Child Protection to become the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment and Child Protection, which used to be the Office of Population Control and Family Planning with

very limited facilities so that the official sent a letter to the Regent and Secretary of the Wajo Regency to be given additional office assistance.

Likewise with the sectoral ego problem between employees, this problem arises because there are employees who feel more entitled to office facilities, and also caused by the number of positions that have been lost so that many employees who used to hold positions are now ordinary staff. Another alternative that is applied by superiors to solve the employee's ego problem is to involve every employee in morning apple activities. This is intended to add warmth among the employees.

4.5. Conflict

Restructuring is the beginning of conflict between members of the organization. This is due to several things, first, each agency that joins has a different character and organizational culture. These differences often cause friction between employees. Second, post-restructuring caused several positions to be lost or non-jobs such as echelon II and III positions. The number of lost positions has implications for the number of employees who have lost their positions, causing some employees to be disappointed and there are even some employees who want to be transferred to other offices and some employees also do not want to be placed in the former section. For example, the former secretary of the Office of Women's Empowerment and Child Protection chose to stay in the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment and Child Protection but preferred to become a staff member. Several former officials also claim that they are worthy of the position and even show their disappointment by being lazy to come to work in the office.

5. CONCLUSIONS AND SUGGESTIONS

5.1. Conclusions

From the results of the study, it can be concluded that the organizational climate after institutional restructuring in the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection in Wajo Regency has decreased. This can be seen from the results of the analysis on the dimensions of organizational climate.

5.2. Suggestions

In connection with the description and conclusions above, the suggestions that the author can convey regarding changes in the organizational climate after institutional restructuring at the Office of Social Affairs, Population Control, Family Planning, Women's Empowerment, and Child Protection in Wajo Regency are: important in motivating or stimulating employees. It is necessary to design extra activities outside the office and internal activities that involve all elements of employees to increase warmth, a sense of friendship/mutual belonging, and conflicts between employees.

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