Analysis of The Formation of Regional Apparatus Organizations in The City of Surakarta: Authority Perspective, Regional Vision and Mission, Regional Characteristics and Community Needs

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Abstract: *The government's institutional arrangements are more focused on efforts to rightsize, namely efforts to simplify government bureaucracy, which are directed at developing organizations that are more proportional and transparent, so that these efforts are expected to ensure that regional apparatus organizations will not be too large in line with the spirit of renewal of government functions (reinventing government) in order to support the realization of good regional governance (good local government). To get there, regional government organizations in their formation must be in harmony with the authority, vision, mission, and characteristics of the region and society. This research uses a qualitative method with a case study approach. Primary data collection techniques include in-depth interviews and focus group discussion. From the analysis of the formation of regional government organizations in the City of Surakarta, it is clear that only part of the five propositions that form the basis of regional government organizational theory are used, namely the fourth proposition relating to community characteristics and the fifth proposition, which is closely related to information technology support. Meanwhile, the first (authority), second (regional vision and mission), and third (work area and jurisdiction) propositions are not used.*
Keywords: *Organization; Local Government; City of Surakarta.*

Introduction

The ideal concept of decentralization, according to Rondinelli and Cheema (1983), is "the transfer of planning, decision-making, or administrative authority from central government to its field organizations, local administrative units, semi-autonomous and parasitical organizations, local government, or non-government organizations." In the Indonesian context, this is actualized in the phrase "widest autonomy" in Article 18 paragraph (5) of the 1945 NRI Law. Regional governments as autonomous regions have the right to regulate their governmental authority broadly in accordance with the characteristics and needs of their respective autonomous regions.

Implicitly, the principle above is closer to the paradigm "mission-driven organization" from Osborne & Gaebbler (1992) if applied in the preparation of local government organizations. Regions are given the freedom to organize their organizations to realize their vision, mission, and innovation. However, what is happening is that the center is increasingly dominant in determining the configuration of regional government organizations and paying less attention to regional needs. The visible visualization is "uniformization" by prioritizing the principles of coordination and synchronization rather than effectiveness and efficiency.

Institutionally, almost all regional apparatus is rigidly regulated (rule-driven organization), starting from organizational design to the level of main tasks and functions. Size organizations that have been formed so far have only been based on calculations and scoring to determine whether a unit needs to be maintained, changed, or abolished without taking into account social, economic, or regional needs that are accommodated in the vision and mission. One implication is that regional government organizational institutions are increasingly swelling; as a result, some regions have a larger proportion of spending, thus putting pressure on public spending.

This is what makes government organizations in all dimensions generally left behind by the progress of the times, so that instead of serving the community, government organizations actually become more of a burden. In fact, Acemoglu and Robinson (2012) have reminded us that the cause of the nation's current failure lies in its institutions.

The difference between Weber's bureaucratic paradigm and the humanocracy paradigm developed by Hamel and Zanini (2020) can be simplified through the following picture:
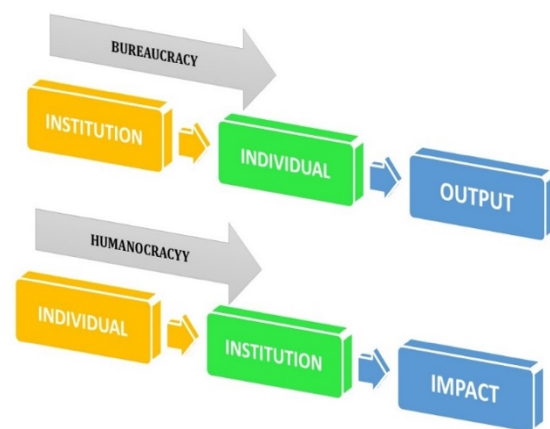

Figure 1. Comparison Between Bureaucracy and Humanocracy
Source: Hamel & Zanini, 2020

According to the Weberian bureaucratic paradigm, the first thing to do is build an institution with an

organizational structure chart complete with nomenclature and titles. After that, people are looked for to run the institution to produce certain measurable outputs. The concept of bureaucracy does not only apply to government organizations but to all organizations that have hierarchical layers, although the term is more familiarly used in the world of government.

According to the humanocracy paradigm, every member of the organization is special because each has advantages. An organization needs to be structured so that it can optimize their potential so that it has a positive impact on them and the organization. One of the credos of humanocracy is "Building People Not Products." There are several key sentences used in the humanocracy paradigm, including:

1. Human Beings Are Resilient. Our Organizations Aren't.
2. Human Beings Are Creative, Organizations Are (Mostly) Not.
3. Human Beings Are Passionate. Our Organizations Are (Mostly) Not.

The above is in accordance with the views of Sadu & Sulthon (2023), who emphasize that "We need to include human nature, not structures, processes, or methods, at the center of our organization. Rather than creating a management model that seeks maximum control to pursue organizational efficiency, we look for ways to maximize contribution. We need to replace bureaucracy with human-centered organizations (humanocracy).

Furthermore, Sadu and Sulthon (2023) developed a theory of the formation of regional government organizations based on the following five propositions.

1. Establishment of Regional Government Organizations Based on Government Affairs which are Regional Authorities (Principle Structure Follow Function).
2. Establishment of a Government Organization Based on the Vision and Mission of Elected Regional Heads.
3. Establishment of Regional Government Organizations Based on Work Areas and Jurisdiction Areas.
4. Establishment of a Government Organization Based on the Characteristics of the Community Served.
5. Establishment of a Government Organization Based on Information and Communication Technology.

From the uniqueness of the phenomenon above, researchers are interested in analyzing the formation of the Surakarta City regional government organization using the 5 (five) proposition analysis tools above. The choice of locus in Surakarta refers to the results of the Kemenpan RB's performance accountability assessment, which placed the city in the high-performance category in Central Java.

Organizational Concept

According to Robbins (1994), "an organization is a unity (entity-consciously coordinated social relations with relatively identifiable boundaries) that works on a relatively continuous basis to achieve a common goal or group of goals." According to Mouzelis dalam Organization and Bureaucracy (1975), "Organisation is a form of social grouping that is established in a more or less deliberate or purposeful manner for attainment of a specific goal.".

In a more developed concept, an organization can be defined as an open system, where the components related to the organization in terms of human resources, materials, and technology are

greatly influenced by external environmental factors. As a system, an organization can be divided into input components (input), transformation, and output (output), as well as feedback, where all these components are directly influenced by external environmental factors.

Based on their functions and roles, organizations are generally divided into three categories, namely profit-seeking organizations (profit), public organizations, and non-profit organizations (nonprofit). Profit-seeking organizations are usually in the form of private organizations or business organizations formed with the main aim of generating profits. Meanwhile, non-profit organizations, which are usually called non-governmental organizations (NGOs), foundations, and community organizations are generally formed in order to provide assistance, as well as social and community assistance.

In the current digital era, Goldsmith & Eggers (2004) developed four government organizational models as a result of a combination of network management capabilities and collaboration between the public and private sectors. The four models are: 1) hierarchical government; 2) cooperative government; 3) a government that relies on cooperation from outside parties; and 4) network-based government.

Organizations as a forum and system of cooperation between humans have a reciprocal relationship with their environment. Open government organization (open organization) is one of the prerequisites for becoming "High Performance Government Organizations", as Popovich (1998) puts it, with the characteristics "High Performance Organizations," namely as follows:

1.   Are clear on their mission;
2.   Define outcomes and focus on results;
3.   Empower employees;
4.   Motivate and inspire people to succeed;
5.   Are flexible and adjust nimbly to new conditions;
6.   Are competitive in terms of performance;
7.   Restructure work processes to meet customer needs.
8.   Maintain communication with stakeholders.

To become a high-performing government organization, there are eight characteristics that must be possessed, namely having a clear mission, being results-oriented, empowering employees, motivating and giving employees ideas to achieve success, being flexible and able to adapt to new conditions, competing on performance, restructuring work processes to meet community needs, and maintaining communication with stakeholders.

As for the concept of "agile organization," developed by McKinsey (2018), it provides a direction for change towards an agile and adaptive organization, namely as follows:
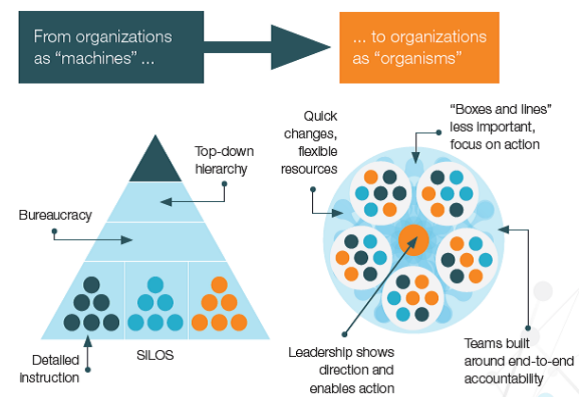

Figure 2. Agile Organization Model
Source: Author, 2024

An agile organization will move from the paradigm of the organization as a machine to the organization as a living organism. Organizations as machines have hierarchical characteristics from top to bottom (top-down hierarchy), bureaucratic, detailed instructions, divided into rigid silos, making it difficult to move quickly because they are trapped in convoluted procedures. On the other hand, an organization as a living organism places leadership in the middle of the organization to show direction and necessary actions.

Method

Analysis of the Formation of Regional Apparatus Organizations in the City of Surakarta using qualitative methods with a case study approach. Qualitative methods prioritize research in natural or naturalistic conditions of objects, where the researcher is the key instrument, data analysis is inductive, and research results emphasize meaning rather than generalization. The case study approach is a detailed study of a particular setting or event (Bogdan, 2016) or a research approach that explores a phenomenon in its context using data from various sources (Yin, 2018).

Primary data collection techniques through in-depth interviews and focus group discussion with all regional apparatus in the City of Surakarta (Regional Secretariat, DPRD Secretariat, Inspectorate, Department, Agency, and District). while secondary data through various book references, documents, and information using literature studies to support the primary data.

Result and Discussion
First Proposition: Establishment of Regional Government Organizations Based on Government Affairs that are

Regional Authorities (Principle Structure Follows Function)

In the practice of state administration, institutional structuring is often interpreted as the same as developing or adding to existing organizational structures. In line with that, organizational leaders always try to develop existing organizational units to achieve organizational goals. This kind of assumption seems to need to be re-examined because institutional structuring is not always synonymous with the addition of new units, because it can also be interpreted as structuring existing tasks and functions without adding new units; even if necessary, units that are no longer effective and efficient can be removed.

Having clarity in the implementation of authority in the regions is the basic capital in making policies for institutional development in the regions; however, this does not mean that every authority must be formed by an institution that handles that authority, but more consideration should be given to how various authorities are implemented by one institution alone in the sense that development Regional institutions always adhere to the principle of "Right Structure, Right Function.".

Regional Apparatus Organizations are structured based on the authority regulated in the Law on Regional Government. In translating into a device organizational structure area, There is one stage that has not been implemented by the Surakarta City Government, namely determining the authority for administering affairs and sub-affairs that will be carried out by the Regional Government. In fact, this stage will produce a master document that will become a reference in government administration, starting from planning,

organizational preparation, employee management, and regional financial management.

The Surakarta City regional government organization is regulated through Regional Regulation Number 8 of 2021. The structure is as follows:

1. Type A Regional Secretariat;
2. Type B DPRD Secretariat;
3. Type A Inspectorate;
4. Regional Services, consisting of:
   a. Type A Education Service carries out government affairs in the field of education;
   b. Type A Health Service carries out government affairs in the health sector;
   c. The Public Works and Spatial Planning Service with Type B carries out government affairs in the field of public works and spatial planning;
   d. The Department of Housing, Settlement Areas, and Land with Type A carries out government affairs in the field of housing and residential areas as well as government affairs in the land sector;
   e. Type A Social Service carries out government affairs in the social sector; 6. Type A Satpol PP carries out government affairs in the field of peace and public order as well as community protection in the sub-affairs of peace and public order;
   f. Type C Fire Department carries out government affairs in the field of peace and public order as well as community protection in the fire sub-affairs;
   g. The Department of Women's Empowerment and Child Protection and Population Control and Family Planning with Type A carries out government affairs in the field of women's empowerment and child protection as well as government affairs in the field of population control and family planning;
   h. Type A Food Security and Agriculture Service carries out government affairs in the food sector, government affairs in the agricultural sector, as well as government affairs in the maritime and fisheries sectors;
   i. Type A Environmental Service carries out government affairs in the environmental sector;
   j. The Population Administration and Civil Registration Service with Type A carries out government affairs in the field of population administration and civil registration;
   k. Type A Transportation Service carries out government affairs in the field of transportation;
   l. The Communication, Informatics, Statistics, and Encryption Service with Type A carries out government affairs in the field of communication and informatics, government affairs in the field of statistics, and government affairs in the field of coding.
   m. Service of Small and Medium Enterprise Cooperatives and Industry with Type A carries out government affairs in the field of small and medium enterprise cooperatives as well as government affairs in the industrial sector;
   n. Manpower Service with Type B carries out government affairs in the field of labor and government affairs in the field of transmigration;

o. The Investment and One-Stop Integrated Services Service with Type A carries out government affairs in the field of investment and administering business permits;

p. Type A Youth and Sports Service carries out government affairs in the field of youth and sports;

q. Type A Library and Archives Service carries out government affairs in the library sector and government affairs in the archives sector;

r. Type A Trade Service carries out government affairs in the field of trade; and

s. Type A Culture and Tourism Service carries out government affairs in the field of culture and government affairs in the tourism sector. e. Regional Agency, consisting of:
    1. Type A Regional Development Planning Agency carries out planning support functions;
    2. Type C Regional Research and Development Agency carries out research and development support functions;
    3. Type B Regional Revenue Agency carries out financial support functions;
    4. Type B Regional Financial and Asset Management Agency carries out financial support functions;
    5. Type A Personnel and Human Resources Development Agency carries out supporting functions for personnel matters as well as education and training;
    6. Classification B Regional Disaster Management Agency carries out government affairs in the field of peace and public order as well as community protection in disaster sub-affairs; and
    7. The National and Political Unity Agency carries out high-intensity government affairs in the field of national and political unity;

5. Districts (Type A)

The explanation above provides an illustration that the process of establishing an OPD in the City of Surakarta based on regional regulations is carried out before regional regulations on government affairs, which are the authority of the region concerned. In connection with the explanation in the previous description, ideally, before forming a regional regulation on OPD, it needs to be preceded by a regional regulation on authority as a form of political contract between the regional government and its community.

Second Proposition: Formation of a Government Organization Based on the Vision and Mission of Elected Regional Heads

In accordance with the principle of "mission-driven organization, as explained in the previous description, the OPD prepared by a regional government will illustrate the close relationship between the vision and mission and the form and composition of the OPD. The vision and mayor elected as stated in the 2021-2026 RPJMD, namely: "Making Surakarta a City of Culture, Modern, Tough, Agile, Creative, and Prosperous." This vision is to guide joint movement between the government and all its citizens to build the character of the City of Surakarta, based on the spirit of mutual cooperation as socio-cultural capital. The city of Surakarta continues to grow and develop in social, economic, and cultural activities without abandoning its

identity and character as a city with a strong cultural heritage. Efforts to create a modern city and prosperous society based on the cultural heritage of mutual cooperation are based on the city's character: resilient, agile, creative, and prosperous.

The characteristics of local government organizations can be seen in the phrase "Gesit," or agile, which is relevant to the agile organization concept as stated in the previous description. This character appears in the 5th mission, namely: Developing Agile and Collaborative Governance and Public Services Based on the Spirit of Mutual Cooperation and Diversity. This mission directs "Surakarta Gesit," representing the concepts of agile government and adaptive government. Agile governments have the capacity to meet public needs in the short term, adapt to medium-term trends, and shape public needs in the long term. Government, which is agile, is described by the application of innovative, responsive, and sensitive management through the creation of adaptive organizational structures, intelligent use of information technology, and anticipation of disruptive environments in various sectors.

Mission 5 guides a bureaucratic structure that is lean, precise in structure and precise in function, and oriented towards public services so that policies can be decided quickly, precisely, and responsively. The bureaucracy does not need to be allergic to input, complaints, and complaints from the public. It is also necessary to improve the application of digital bureaucracy, service standardization, and ASN professionalism for speed and accuracy of service. Standardization of ASN services and professionalism to ensure the bureaucracy continues to run effectively, quickly, and responsively in providing the best service to the community.

The phrase "agile" above has not been reflected in the bureaucratic organization in Surakarta. The proportion of regional expenditure to meet the needs of apparatus in the city of Surakarta is relatively large compared to public expenditure. Compared with the total regional expenditure requirements (regional expenditures and regional financing expenditures), the proportion of expenditures to meet apparatus needs ranges from 42.14% to 58.86%. In detail, the proportion of expenditure to meet apparatus needs is listed in the following table.

Table 1. Analysis of the Proportion of Expenditures to Fulfill the Needs of Surakarta City Apparatus in 2016–2020 (in Rupiah)

No	Description	2016	2017	2018	2019	2020
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Total spending for fulfillment apparatus	999.434.386.530	868.611.556.538	807.677.614.814	962.030.935.539	811.667.607.232

2	Total production (Expenditure + Financing Production)	1.698.027.699.993	1.808.368.009.155	1.916.741.252.239	2.028.509.693.429	1.788.911.513.160
3	Proportion shopping for fulfillment apparatus	58,86	48,03	42,14	47,43	45,37

Source: BKAD Surakarta 2021

Such large personnel expenditures reflect a government organizational structure that is not yet proportional and efficient, so it is not in line with the phrase "agile" or agile. This is in line with the regulations in Law Number 1 of 2022 concerning Financial Relations between the Central Government and Regional Governments, Article 146 which explicitly limits employee spending to not exceed 30%.

Regions are required to allocate Regional employee expenditures outside of teacher allowances allocated through TKD at a maximum of 30% (thirty percent) of the total APBD expenditure. On the other hand, the City of Surakarta has placed trade and services matters as key performance indicators or main performance indicators which are then constructed in the form of a type A Trade Service. The explanation is as follows.

The largest role in the formation of GRDP at Current Prices for the City of Surakarta in 2020 was produced by the construction business sector, which reached IDR 12,883,929.92 (an increase compared to 2021). Furthermore, wholesale and retail trade business fields; car and motorbike repairs amounting to IDR 10,306,413.83, followed by information and communication business fields amounting to IDR 5,764,427,290. The contribution from the processing industry category was IDR 4,024,918,640. Next, the educational services business field is IDR 2,688,467,540. One of the sectors that contributed the lowest GRDP at Current Prices in 2020 was the agriculture, forestry and fisheries sector amounting to IDR 242,559.89. One of the main causes is the reduction in land area in these business fields.

Table 2. Gross Regional Domestic Product of Surakarta City Based on Current Prices According to Business Fields (Million Rupiah), 2016–2020

Category	Business Field	2016	2017	2018	2019	2020
A	Agriculture, Forestry, and Fishery	1910397,73	7080717,11	7190141,71	7330888,71	243.528,14

	1. Agriculture, Farm, Hunting and Agricultural Services	1980113,03	7030871,18	7140303,07	7370101,07	242.559,89
	2. Forestry and Logging Wood	11,0	11,18	11,18	11,79	0,00
	3. Fisheries	714,7	470,43	417,11	971,49	968,25
B	Mining and Excavation	0779,11	400,71	471,17	791,08	281,60
C	Industry Processing	307830407,39	308740447,13	3,7840701,47	800100311,37	4.024.918,64
D	Electricity Procurement and Gas	780017,98	470114,08	490887,71	980817,11	95.484,59
AND	Water Supply, Waste, Waste and Recycling Management Repeat	170178,71	110817,43	180183,81	140117,47	74.921,49
F	Construction	1001910471,93	1009170183,11	1700190497,39	1300110814,34	12.883.929,92
G	Trade Large and Retail; Car and Motorcycle Repair	408410888,98	907110700,04	904800414,19	1001310111,18	10.306.413,83
H	Transportation and Warehousing	9470788,04	101140111,78	101330731,10	107810371,11	488.770,97
I	Preparation Accommodation and Refreshment	707870800,41	708070114,11	708830178,41	701910794,79	2.179.997,16
J	Information and Communication	309830177,71	801130177,71	101470973,17	107180877,79	6.929.679,08
K	Financial Services and Insurance	108170897,07	101940017,74	107080370,10	104010307,07	1.856.884,85
L	Real Estate	1011801	101730	107100411,	104810739,	1.890.733,3

		13,91	197,18	00	19	5
M, N	Company Services	3010134,81	3740317,43	3770811,19	8180731,47	387.892,84
O	Administration Government, Defense and Mandatory Social Security	707890788,30	703100184,03	708190401,11	701980347,03	2.567.427,62
P	Education Services	700110783,19	701910771,84	708710913,47	701830711,13	2.688.467,54
Q	Health Services and Activities Social	8110091,13	8180431,37	8990074,49	1310377,91	622.766,87
R, S, T,	Other services	3140801,11	3470717,43	8770719,04	8110140,17	402.465,17

Source: BPS Surakarta 2021

Looking at the data above, it can be seen that core business Apart from culture, the city of Surakarta includes trade, industry, and information and communication. In relation to organizational development policies, it is appropriate for this OPD to receive priority both in terms of authority, organizational form and structure, and financing. In practice, the preparation of the OPD does not take into account the core business of each region as well as the vision and mission of the elected regional head because it has been standardized through rigid statutory regulations. The fourth proposition has not been used in compiling the OPD in Surakarta City as an analysis area.

Third Proposition: Establishment of Regional Government Organizations

Based on Work Areas and Jurisdiction Areas

The city of Surakarta is one of the large cities in Central Java, which is connected to a network of other cities such as Semarang and Yogyakarta, as well as with other districts in Subosukawonosraten region (Surakarta, Boyolali, Sukoharjo, Karanganyar, Wonogiri, Sragen, and Klaten). Based on Regional Regulation Number 4 of 2021 concerning Surakarta City Regional Spatial Planning for 2021–2041, the area of Surakarta City is 46.72 Km^2. Administratively, Surakarta City is divided into 5 sub-district administrative areas, 54 sub-districts, 626 Rukun Warga (RW), and 2,789 Rukun Tetangga (RT), with details listed in the following table.

Table 3. Division of Administrative Areas of Surakarta City

Subdistrict	Ward	Area (km²)	RW	RT
Laweyan	11	9,126	101	814

Serengan	7	3,083	77	313
Kliwon Market	10	4,882	101	837
Jebres	11	14,377	113	111
Banjarsari	11	18,41	191	930
Surakarta City	45	46,724	626	287.2

Source: Regional Regulation Number 4 of 2021

Ideally, the organizational structure of regional apparatus should be prepared according to their work area and jurisdiction, but in reality this is not the case in Surakarta City. The composition of regional apparatus in Surakarta, which covers an area of 46.72 km², is not much different from the composition of regional apparatus in Magelang City, which is only 16 km² (one third). Even when compared with the largest region in Central Java, namely Cilacap, which covers 6.2% of the area of Central Java province, the composition of the regional apparatus of Surakarta City is larger than that of Cilacap Regency (compare Cilacap Regency Regional Regulation Number 9 of 2016 with Surakarta City Regional Regulation Number 8 of 2021).

Even though the model for preparing regional apparatus has undergone several changes, in general, regional apparatus is not yet in line with the real needs and burdens in the field. The inaccuracy of the model can be seen from the size of regional equipment between one region and another. Regional heads who are strong-minded about downsizing have determined a very small number of regional apparatus, both in type and structure of work units. On the other hand, there are regions that form regional apparatus with maximum limits, so that both the type and structure of work units are very large, so that the APBD is used up for personnel spending. The pattern of formation of regional apparatus does not yet reflect the real burden in accordance with reality. The current pattern is not precise due to the uniformity of types and structural patterns of work units in regional apparatus as well as the uniformity of the type and composition of regional apparatus between regions in Indonesia through statutory regulations. This means that this second proposition is not used in compiling the OPD at the location being analyzed.

Fourth Proposition: Formation of Government Organizations Based on the Characteristics of the Communities Served

The characteristics of the people of Surakarta City can be seen by looking at the population pyramid picture below.
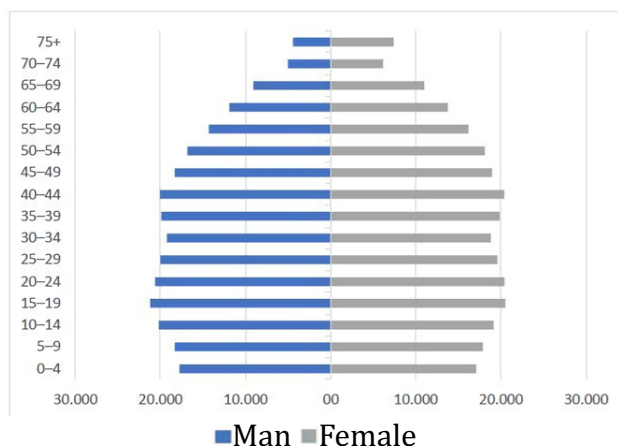
Figure 3. Surakarta City Population Pyramid
Source: BPS Surakarta City, 2023

From the data above, it can be seen that the population of Surakarta City is mostly in the age range 11–19 in 2021, meaning that Surakarta City is getting a demographic bonus in the form of people of productive age. This is also reinforced by the average education level of the population of Surakarta City aged 11 years and over who work, namely SMA/SMK, which reaches 83.13%. The next level of education is tertiary education, followed by elementary school and junior high school, as seen in the table below:

Table 4. Percentage of Population Aged 15 Years and Over Who Work According to Education Level and Gender in Surakarta City

No	Education	Gender		Amount
		Man	**Woman**	
1	≤ SD	15,24	23,05	18,69
2	JUNIOR HIGH SCHOOL	19,93	13,51	17,09
3	SMA / VOCATIONAL SCHOOL	46,26	40,09	43,53
4	College	18,58	23,34	20,68
	Amount	100,00	100,00	100,00

Source: BPS Surakarta City in Figures 2023

The empirical facts above need to be anticipated by the Regional Government by preparing decent employment opportunities, so they must be supported by Regional Apparatus that carry out government affairs in the field of employment optimally. This cannot be accommodated optimally, considering that the Manpower Department has a typology B, compared with the Youth and Sports Service which is type A, or even the Library Service, which is also type A.

Based on data from BPS, in 2023 the main type of work of the population in the city of Surakarta will be service business workers and sales workers, which will reach 81.31%. The next main type of work will be processing and craft workers, which will reach 11.08%. The city of Surakarta can be seen in the table below:

Table 5. Percentage of Population Aged 15 Years and Over Working According to Main Job Type and Gender in Surakarta City

No	Main Types of Work	Gender		Amount
		Man	**Woman**	
1	Manager	2,15	2,79	2,43
2	Professional	5,39	10,50	7,65
3	Professional Technicians and Assistants	6,67	4,51	5,72
4	Administrative Staff	5,90	6,83	6,31
5	Service Business Personel and Salesforce	34,48	50,04	41,36
6	Skilled Workers in Agriculture, Forestry and Fisheries	1,11	0,00	0,62
7	Processing Workers, Crafts	18,01	11,28	15,04
8	Machine Operators and Assemblers	8,46	4,04	6,50
9	Blue-collar workers	17,83	10,02	14,38
Amount		100,00	100,00	100,00

Source: BPS, Surakarta City in Figures 2023.

Judging from the social aspect, the people of Surakarta are very strong in their cultural traditions. This is reflected in the tagline "Making Surakarta a Modern Cultural City" in the Regional Vision fragment. This credo can be used as a guide for joint movement between the government and all its citizens to build the character of the City of Surakarta, based on the spirit of mutual cooperation as socio-cultural capital. The city of Surakarta continues to grow and develop in social, economic, and cultural activities without abandoning its identity and character as a city with a strong cultural heritage, as the Spirit of Java. Efforts to create a modern city and prosperous society based on the cultural heritage of mutual cooperation are based on the city's character: Resilient, Agile, Creative and Prosperous.

Surakarta as a Modern Cultural City is stated in the 2005–2025 Surakarta City

RPJPD, which mandates that cultural values must be preserved as a spirit of work and community. The meaning of culture in the implementation of governance and social governance has a basic value dimension and an instrumental dimension. Basic values mean that culture is a survival strategy of a civilization. Instrumental means preserving, maintaining, and developing tangible and intangible cultural products. The basic values of Javanese culture need to be actualized in public policies taken by the Surakarta City Government.

Culture is an asset of a region, which can be a source of prosperity. Culture is a value system, which is also a source for producing values, which will underlie the long-term survival of a nation. The internalization of cultural values as the basis of community beliefs will influence the character of the goods and services produced by the community. Culture is the survival strategy of a civilization. The community element in the development of the City of Surakarta as a City of Culture has the main dimensions as individuals and as social beings. In terms of basic values, individual people in the city of Surakarta are expected to have commendable morals and behavior and noble character. Meanwhile, as social creatures, the people of Surakarta City are expected to uphold religious and aesthetic values, mutual cooperation, and harmony. Surakarta as a City of Culture from an instrumental value perspective means preserving, maintaining, and developing existing arts, cultural customs, and cultural heritage. The definition of a City of Culture also includes bringing strong Javanese culture to life in everyday life with values of tolerance, aesthetics, religion, mutual respect for diversity, and mutual cooperation. As a cultural city, Surakarta plays the function of a center for production and reproduction of culture that is tolerant, harmonious, and multicultural. This function is manifested in behavior (intangible) as well as art products and cultural objects that can be enjoyed by the five senses (tangible).

The above concept is actualized in an appropriate regional organizational structure by juxtaposing cultural affairs with tourism affairs (Type A Culture and Tourism Service), so that the cultural sector can become one of the prime mover community economies by placing "marketing" as a variable intervening between cultural affairs and tourism affairs.

Figure 4. Type A Culture and Tourism Service
Source: Author, 2024

However, if cultural affairs are linked to educational affairs into one department, then the Regional Apparatus concerned will focus more on cultural preservation activities through education rather than making it an economic activity that opens up opportunities to increase PAD as financial energy for regional development.

Figure 5. Culture and Education
Source: Author, 2024

From the explanation above, it appears that there is a connection between the superiority of values in society, which is then supported by the local government in the form of creating relevant services in a form and structure that suits their workload. In other words, this third proposition is used in compiling the OPD in the City of Surakarta.

Fifth Proposition: Establishment of a Government Organization Based on Information and Communication Technology

Information and Communication Technology (ICT) has an important role in regional development. Various breakthrough efforts are needed to develop ICT, including the provision of internet access services in WPUT villages/sub-districts (Universal Telecommunication Service Areas) to overcome the digital divide, which will be encouraged by accelerating the provision of internet access services starting from the WPUT sub-district level. This is in line with Law Number 17 of 2007 concerning the National Long-Term Development Plan for 2005-2025. It states that the development of Posts and Telematics is directed at encouraging the creation of a knowledge-based society. The priority for ICT development in Indonesia is focused on infrastructure development and Human Resources (HR) development. ICT infrastructure development is carried out, including network development backbone. Palapa Ring supports telecommunications operations, providing ICT infrastructure to rural areas. Meanwhile, developing ICT human resources through e-literacy programs to increase public understanding of ICT and participation includes operational skills, engineering, and innovation work, as well as information dissemination and communication programs regarding ICT developments, and so on. Currently, there are four important parts of ICT development in Indonesia that are of concern for development, namely economic broadband, digital broadcasting, e-commerce, and rural ICT (Kominfo White Paper). Judging from the condition of information and communication technology in the city of Surakarta, which consists of 6 sub-districts and 54 sub-districts, all of them are in very good internet condition. The data can be seen in the following table.

Table 6. Internet Conditions in Surakarta City

District	Number of Subdistrict	Internet Condition
Laweyan	11	Very good (4G/LTE)
Serengan	7	Very good (4G/LTE)

Pasar Kliwon	10	Very good (4G/LTE)
Jebres	11	Very good (4G/LTE)
Banjarsari	15	Very good (4G/LTE)
Surakarta City	54	Very good (4G/LTE)

Source: BPS Surakarta 2023

Even when compared with districts/cities in Central Java, Surakarta City is still superior in terms of the use of information technology. (BPS Central Java 2023). In the era of digital government, the form and composition of OPD will depend on the use of ICT. The more massive and sophisticated use of ICT will make OPD leaner and more agile. This is not yet visible in the bureaucratic structure in Surakarta City. The author gives an example to the Library and Archives Service. Based on Regional Regulation No. 8 of 2021 in conjunction with Perwal No. 25.1 of 2021 The Surakarta City Library and Archives Service has type A consisting of 1 Secretariat with 3 Sub-Sections and 3 Divisions with 6 Sections. This is not in accordance with the principles of effectiveness and efficiency. By utilizing technology, most services in libraries and archives can be provided online. Some books are in hard copy; some can be redirected to e-books. Conventional archives can be stored and transmitted in digital form or in the form of binary codes that can be opened, created, or deleted by computing devices. Such conditions do not require a lot of structure and apparatus resources. Apart from that, this service is actually included in the fourth generation organization in the form of a type 1 functional organization, so that all positions can be filled by functional librarians and archivists, supported by functional computer staff. In other words, that use. ICT and functional position development have not been utilized to make organizations lean and agile. This fifth proposition has not been used to compile OPD in the analysis area.

The explanation above is further confirmed by the enactment of Ministerial Regulation Number 7 of 2022 concerning Government Agency Work Systems for Simplifying Bureaucracy. Bureaucratic simplification does not only eliminate bureaucratic structures and transfer Administrative Officials to Functional Officials, but is also carried out through changes to the work system. The changes made in an effort to improve performance through simplifying bureaucracy are a transformation of the work system, which was originally tiered and siloed, resulting in slow decision-making turning into a collaborative and dynamic work system. This form of work system transformation emphasizes results-oriented teamwork supported by high technology-based governance. This governance support is aimed at accelerating decision-making, which will ultimately lead to achieving joint performance. The explanation can be simplified through the image below, which is actually in line with the concept of agile organization as developed by Aghina et al.
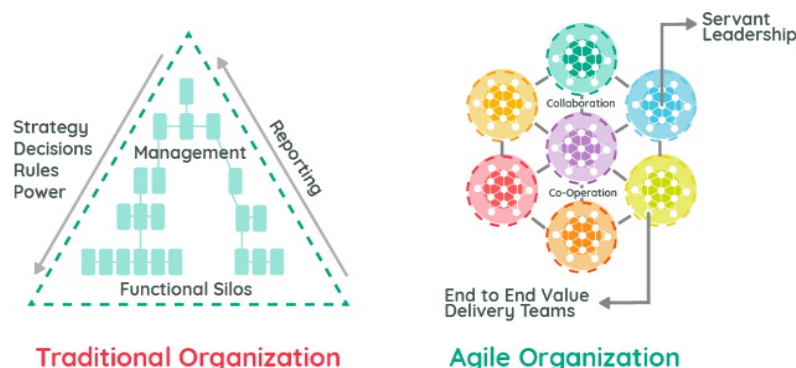
Figure 6. Organizational Transformation After Bureaucratic Simplification
Source: Author, 2024

This work system adjustment encourages the creation of a flexible and results-oriented organization that prioritizes professionalism, transparency, and competence. The spirit of the bureaucratic structure in the Surakarta Regional Government and other Regional Governments must be lean but produce high performance based on information technology.

Conclusion

From the analysis of the formation of regional government organizations in the City of Surakarta, it is clear that only part of the five propositions that form the basis of regional government organizational theory are used, namely the fourth proposition relating to community characteristics and the fifth proposition, which is closely related to information technology support. Meanwhile, the first (authority), second (regional vision and mission), and third (work area and jurisdiction) propositions are not used. This is due to the spirit of uniformity among policymakers without considering theoretical developments in structuring organizations.

Suggestion

1. The step in forming a regional equipment organization is to determine which OPDs will be removed and maintained. OPD that is removed is government affairs that are included in selected government affairs but are not included in the core business area concerned.

2. The need to pay close attention to mandatory government affairs relating to non-basic public services, totaling 18 government affairs. By looking at the parameters of the object being managed, namely the community with all related activities, it can be mapped whether a government matter needs to be handled by an OPD or can be combined with another OPD in the same group, as well as the vision and mission of the elected regional head.

3. The need for budget efficiency considering that over the last 5 (five) years the proportion of the budget for apparatus spending has approached the amount of public service and development spending,

as well as the large budget deficit that occurs every year shows that poor performance of local government. Therefore, the results of this institutional evaluation should be followed by institutional arrangements that are more appropriate in structure and function and in accordance with financial capabilities and regional needs.

4. The need for consistency in determining leading sectors in the long-term, medium, and annual regional planning framework in the City of Surakarta, so that the direction of development can be more focused on regional potential and competitiveness. Furthermore, the structure of regional apparatus must be organized based on the determination of superior sectors, which are matters of choice for the Surakarta City Regency. In this way, organizational effectiveness can be achieved in line with development policies that have been established in regional planning documents.

Acknowledgement

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