



Restructuring of Regency/City General Election Commission Organizations In West Java

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ABSTRACT

Research on the General Election Commission as the organizer of general elections has been done a lot. However, the research that examines the organizational restructuring of the Regency / City General Election Commission in West Java, in particular, no one has done yet. This study explores the existence and organizational restructuring of the Regency / City General Election Commission in West Java as the organizer of the General Election. This study uses a qualitative method with descriptive analysis with a case study strategy of organizational restructuring of the Regency / City General Election Commission in West Java. Qualitative methods produce descriptive data in the form of words from the object under study and understand the phenomena experienced by research subjects – the technique of collecting data using observation, interviews, documentation, and forum group discussion (FGD). Data analysis was performed through data reduction, display data, and conclusion drawing/verification procedures. The research results obtained, firstly, the existence of the Regency / City General Election Commission is still needed as the organizer of general elections at the regional level, but is ad hoc in nature. Second, restructuring the organization of the Regency / City Election Commission, which includes: Downsizing or organizational downsizing. Delaying or grouping the types of work. Decentralizing or handing over some functions and responsibilities to lower levels of the organization. Reorganization or review or restructuring (refocusing) on the organization's core competencies (core competition). Cost reduction strategy or use of resources. IT Innovation or adjustment of work with technological developments. Competency measurement or measuring the competencies needed by employees. Performance-related pay or an assessment of performance. The restructuring model from Bernadin and Russel (1998: 210) in their realization has not been effective and has not been optimally implemented at the Regency / City General Election Commission in West Java.

Keywords: Restructuring, Organization, General Election Commission

INTRODUCTION

Reform that is taking place in Indonesia is a necessity as a form of citizen awareness of their democratic rights. Along with this, it is understood that the development of democratic values after the amendment to the constitution of the Republic of Indonesia is increasingly open, one of which is about the implementation of democracy through direct elections, be it legislative elections (DPR, DPD, and DPRD) or the executive (President). Governors and Regents / Mayors).

The expected implementation of democracy is a manifestation of the country's goals. Therefore the laws and regulations made in Indonesia, including those that govern the holding of general elections, have undergone several changes. First, it is done to adapt to the development of state politics in Indonesia because, in a democratic country, the position and role of state institutions must be strong, effective, and efficient in carrying out their duties. Furthermore, the functioning of the functions of state institutions must be by the principles of administering an effective administrative system by the principles of checks and balances.

The implementation of direct democracy, which includes all Indonesian people who are 17 years old or have been married by the law, is implemented at a democratic party, namely the executive general election (electing the President, Governor, Bupati / Mayor) and the legislature

(electing the DPR), DPD and DPRD). The implementation of this general election is carried out by an institution called The General Election Commission, which was formed based on the amendments to the 1945 Constitution, namely Chapter VIIB, Article 22E, the Third Amendment to the 1945 Constitution, which was established on November 9, 2001. Article 22E, among other things, contains the provision that a National Election Commission holds general elections. It was fixed and independent.

As an election administering institution, the General Election Commission (KPU) has the duties and obligations to organize or implement an Election by the above principles. Furthermore, it relates to the duties and authorities of the KPU, Provincial KPU, and Regency / Municipal KPU, which must be accountable to the public. Therefore, the people, as the holder of the highest mandate for people's sovereignty, need to understand and understand all aspects of general elections' implementation to realize quality election results.

Based on observations and studying existing documents, the General Election Commission, in carrying out the duties and functions of holding elections in Indonesia, especially at the Regency / City level, is faced with various problems, both from within the organization and from within outside the organization. The dimensions of the problem also vary, ranging from constitutional, institutional, to operational. Therefore, the process of identifying and diagnosing existing problems refers to the factual conditions of the KPU. The problems based on the results of the 2014 KPU evaluation in the dimensions of the process can be described as follows:

1. Institutional

- a. The lack of synergy between the working mechanism relationship between government institutions, among others, with election supervisors and local governments regarding the issue of voter lists in elections;
- b. Unclear boundaries of authority in the implementation of duties and functions between work units result in overlapping programs and activities, leading to organizational work inefficiency.
- c. The workload between organizational units has not been balanced so that there are still work units with a relatively large volume of work while there are still work units whose workloads are inadequate as an organizational work unit.
- d. The process of internalizing regulations and organizational work culture is still weak; and
- e. Policy in the form of regulations often changes shortly.

2. Human Resources

Most of the civil servants in the Regency / City KPU are seconded personnel (DPK), causing several problems, including:

- a. The dependence of the KPU on local and central governments on related civil servants, both in staff and official positions, is vast. This composition creates problems in practice; for example, two days before the general election, there is still a replacement of employees which makes it difficult for the KPU to improve their performance.
- b. There is a double loyalty from the relevant civil servants, where compliance and accountability for performance is not to the KPU but superiors in the agency of origin. Moreover, allegations of violation of the code of ethics by KPU employees, especially during the administrative verification stage of political parties participating in the elections made it difficult for the KPU to build trust from the public.
- c. The number and composition of employees are not by their duties, functions and workload. Therefore, the ratio between the number of employees and the workload is not proportional. Meanwhile, the composition of employees, seen from their educational background, is still dominated by high school graduates / equivalent employees.
- d. There are disparities in employee competencies between the central and regional governments between Indonesia's West and Eastern regions. In addition, employee competencies are not by the needs of the organization and the workload of employees.

- e. The reward system for employees is inadequate so that it indirectly affects employee performance.

3. Leadership

There are still differences in perceptions between the commissioners and the General Secretariat of the KPU regarding the management of the election administration so that the decision-making process is slow.

4. Planning and Budget

- a. The available budget is inadequate for implementing organizational duties and functions, particularly the budget for programs to strengthen democratic institutions and improve the political process.
- b. Performance planning, performance measurement, performance reporting, and performance evaluation have not been integrated into an organizational performance management system. It is indicated by the quality of the organizational performance accountability report which is still certified as CC.
- c. The supervisory system for managing the state budget is still weak where the presentation of the organization's financial statements still gets a Reasonable Opinion (WDP) by the BPK.

5. Business Process and Policy

- a. The ineffective application of the existing standard operating procedures (SOP).
- b. The KPU organization has not yet compiled all public service standards (SPP) for each type of service it provides.
- c. Revisions and improvements to organizational policies have not been carried out quickly and accurately.
- d. Innovations in policy making to overcome problems have not been fully implemented.

6. Infrastructure and IT Support

- a. The available work facilities and infrastructure do not yet support the implementation of organizational duties and functions.
- b. The ownership status of the KPU's land, buildings and warehouses is still mostly owned by the local government. Therefore, it does not yet support the permanent nature of the KPU. In addition, the KPU office can be moved at any time by the Regional Government's authority as the owner of land and buildings.

7. Relationship with Stakeholders

- a. The number of complaints against the election results submitted to the Constitutional Court is an indicator of public distrust of the KPU's performance.
- b. *Stakeholder's* do not fully understand the work mechanism built by the KPU because the information function for the public in the KPU is still weak.
- c. Consolidation among EMBs has not been carried out effectively.

The problem over affects the institutional strengthening of the Regency / City General Election Commission. Adequate resources and human resources strongly support this institutional strengthening for election organizers with integrity. However, in reality, it can be seen from the composition of employees at the District / City Secretariat totaling 420 people consisting of 259 organic civil servants and 161 DPK. DPK employees are very risky related to the implementation of regional head elections and any mutations ahead of the general election.

Seeing the general condition of the organization through the amount of human resources it has, of course it is closely related to the support of facilities and infrastructure where these human resources work. Regency / Municipal KPU as an independent institution does not have an office permanently. Therefore, ownership of the Regency / City KPU building as a very urgent facility and infrastructure is needed, because currently the ownership status is mainly in the form of borrowing from the local government.

Another aspect that is one of the main drivers of the implementation of organizational duties and functions and human resources and facilities and infrastructure is the availability of a budget. In other words, implementing organizational duties and functions must go hand in hand with the

availability of a budget where the principles of transparency, accountability, effectiveness and efficiency in the use of the budget must be put forward. The amount of the budget is the composition of the 3 (three) activity programs owned by the General Election Commission, namely the management support program and the implementation of other technical tasks, the apparatus facility and infrastructure improvement program budget, and the democratic institutional strengthening program and the political process improvement.

In line with good governance and clean governance principles, the General Election Commission always strives to present performance accountability reports and financial reports that must comply with regulations. It is a form of accountability for state finances in carrying out organizational duties and functions. Assessment of the performance accountability of the General Election Commission, which in 2012 only scored 50.85, in 2013 it became 54.28 with the predicate CC. The KPU's efforts must be made even more challenging to improve the quality of its financial reports. From 2010 to 2013 the General Election Commission still obtained the Unqualified Opinion (WDP).

Based on the above problems, changes in the organization of the Regency / City General Election Commission are inevitable. It is done so that the holding of general elections is by the principles of general elections. Therefore this research will examine:

- a. How is the existence of the Regency / City General Election Commission in West Java?
- b. How is the restructuring of the Regency / City General Election Commission in West Java?

A. Theoretical basis

Regarding Public Administration as a grand theory, the researcher cites Keban (2008: 6) opinion that public administration seeks to institutionalize management practices to suit effectiveness, efficiency, and better fulfillment of community needs. The definition above shows that the task of public administration is to create institutions and institutionalize them so that they can work effectively and efficiently. For the creation of effectiveness and work efficiency of an institution or organization, it will depend on the policies made by the government, because these policies are government products. It is as emphasized by Nugroho (2004: 100-105) that public policy in state administration and governance practices is divided into three principles, namely: first, in the context of how to formulate public policy (policy formulation); second, how these public policies are implemented and third, how these public policies are evaluated.

Principles relating to policy formulation are related to policy issues. But of all the issues that develop, not all of them have the same priority to be processed. Therefore, it is determined by a process of screening through a series of criteria. It is as stated by Said Zainal Abidin (2004: 56-59) that the criteria that can be used in determining one of the various policies are:

- 1) Effectiveness, measuring an alternative target achieved with an alternative policy can produce the desired end goal.
- 2) Efficient, the funds used must be by the goals achieved.
- 3) Simply, a policy can achieve the expected results with the available resources.
- 4) Fair
- 5) Answered, policies are made to meet the needs of a particular group or problem in society.

In connection with the object of research on restructuring, the criteria used as the basis are the criteria for effective and efficient. Thus restructuring is carried out one of the reasons for the effectiveness and efficiency of work, which is also quality, because quality activities are needed to realize people's sovereignty in democratic state governance based on Pancasila and the 1945 Constitution of the Republic of Indonesia.

To assess the organization's effectiveness by carrying out restructuring, the theory is taken from Bennis and Mucchi in Sedarmayanti (1999: 4) that "restructuring is a process that changes organizational culture and creates new processes, systems, staff and ways to measure its effectiveness and success".

The process referred to in this research is related to recruitment, both involving the selection committee and the selection process for human resources who will occupy an organization. The selection process is carried out by applicable regulations, resulting in the expected human resources. Therefore, the system that is meant in this research is a work system for human resources who will rule the organization. Meanwhile, what is meant by staff is all human resources in the organization.

METHODS

Research on the Organizational Restructuring of the Regency / City Election Commission in West Java Province is a qualitative research, Denzin and Lincoln (1994: 2) define qualitative research as follows:

Qualitative research is a multimethod in focus, involving an interpretative, naturalistic spectrum to its subject matter. It means that qualitative researchers study in their natural setting, attempting to make sense of interpret phenomena in terms of the meanings people bring to them. Qualitative research involves the studied use and collection of various empirical materials—case study, personal experience, introspective, live story, interview, observational, historical, interactional and visual texts—that describe routine and problematic moment and meaning in individuals' lives.

The definition above explains that qualitative research is a research approach based on philosophical assumptions (interpretive naturalistic approach) or field research. Qualitative research has natural characteristics in which the researcher is the key instrument. By understanding qualitative research, researchers design a study to present a problem, formulate, collect data to answer problem questions, analyze data and conclude.

In this regard, Bogdan and Taylor (in Moleong, 2013: 4) say that: "Qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior". This opinion illustrates that researchers must understand human behavior and understand the object under study to draw meaning from ideas, attitudes, and motivations related to the focus of the research.

Furthermore, as suggested by Sugiono (2013: 222), this qualitative research aims to reveal what happens empirically that departs from an existing phenomenon, while theory is used as an approach to research problems, while the research instrument or participant observation is the researcher himself.

In this qualitative research using descriptive analysis. As for the descriptive analysis research according to Bungin (2007: 68), namely the qualitative descriptive format carried out on case studies and focusing the research on a particular unit, thus enabling this research to be in-depth, especially in data collection

In this qualitative research, the researcher collected field data at the location. As stated by Creswell (2013: 261), qualitative researchers tend to collect field data in locations, where participants experience issues or problems to be studied. The information gathered by speaking directly to people is a significant characteristic of qualitative research.

In addition, this research is a case study research. As for what is meant by case study research according to Emzir (2016: 20) is a qualitative research that seeks to find meaning, investigate processes, and obtain deep understanding and understanding of an individual, group or situation.

Concerning case studies, Creswell (2013: 20) says that case studies are a research strategy in which researchers carefully investigate a program, event, activity, process or group of individuals.

This case study was carried out at the Regency / City General Election Commission in West Java Province as the organizer of general elections both regional head elections, presidential elections and central and regional legislative elections.

The steps taken in the case study according to Rahardjo (2017: 15-17) are as follows:

- 1) Selection of Themes, Topics and Cases.
- 2) Literature Readings.

- 3) Research Focus and Problem Formulation.
- 4) Data collection.
- 5) Data Enhancement.
- 6) Data processing.
- 7) Data analysis.
- 8) Data Analysis Process.
- 9) Theoretical Dialogue.
- 10) Triangulation of Findings (Confirmability).
- 11) Conclusion of Research Results.
- 12) Research Report

The data collection technique uses the following techniques:

1) Observation (Observation)

Observation as a data collection technique, in which researchers go directly to the field to observe human resource activities in the Regency / City General Election Commission. This observation is also called participatory observation, because the researcher for one period (5 years) becomes an actor (as a commissioner) in one of the districts.

In observation or observation activities, the researcher collects field data by acting as: participant, observer, outsider (outsider) and then begins to enter the research setting as an insider. For example, in this observation, researchers conducted observations and interviews at the Provincial Election Commission and Regency / City General Election Commissions in West Java.

2) Interview (interview)

Researchers conducted face-to-face interviews with informants and were involved in focus group discussions, which consisted of Provincial KPU commissioners, Regency / City KPU commissioners, Provincial KPU Secretariat employees, Regency / City KPU Secretariat employees and West Java Province Bawaslu commissioners.

Collecting data in the form of audio visual, namely analyzing the recordings when conducting interviews. In the interview activity, researchers conducted interviews both structured and unstructured and openly, while taking notes on important things, while recording, and analyzing the performance reports of the Regency / City KPU and the various problems faced.

3) Documentation

Documents used as research data are official documents both internal and external. This internal document can be in the form of rules used by Regency / City KPU in carrying out its duties and authorities. It includes minutes of meetings, decisions (KPU, Provincial KPU and Regency / City KPU) and other documents relating to the issue being researched as qualitative documents. In data collection in the form of qualitative documents, researchers document diaries during the study, analyze public documents or other archives, including reports on the results of regent / mayor election activities, Regency / City KPU activity programs, staffing documentation, documentation (archives) of selection team recruitment. and commissioner recruitment, activity budget plan, use of IT and others.

In addition to internal documents, researchers also use external documents in the form of information produced by other institutions, from statements from related parties, news published in the mass media and others.

4) Triangulation

Triangulation is a data collection technique that combines several data collection techniques and existing data sources. In this triangulation, the researcher collected data while testing the validity of the data.

5) Focus Group Discussion (FGD)

This discussion activity is carried out in a systematic and directed manner regarding the particular problems studied. In addition, the researchers presented related stakeholders (KPU

Commissioner of West Java Province, Regency / City KPU Commissioner and its secretariat, academics who had been KPU commissioners).

In data analysis, interactions occur through the following processes: (1) data collection, (2) data reduction, (3) data display, and (4) conclusions: drawing. / verifying) as a cyclical or interactive process.

Furthermore, in this data analysis, the SWOT analysis technique (strength, weakness, opportunity, threat) is also used, using various factors of strength, weakness, opportunity and obstacles or threats.

RESULTS

Whereas the existence of the Regency / Municipal Election Commission is still needed to carry out general elections at the regional level, but specifically for the commissioners, there must be a change in their term of service, meaning that the commissioners are ad hoc ..

In connection with the organizational restructuring of the Regency / City Election Commission which includes:

- a. *Downsizing*, only limited to a reduction of resources and even that the implementation is unprofessional and proportional.
- b. *delaying* that is, the classification of occupations is quite effective and efficient.
- c. *decentralizing* that is the handover of part of the organization's authority has been implemented and is running optimally.
- d. *Reorganization* has been implemented, but it has not produced human resources who have the expected competencies in practice.
- e. *cost reduction strategy* has been implemented, but not proportionally and on the other hand there are additional resources as contract workers.
- f. *IT Innovation* has been implemented, but has not been supported by professional human resources and there are still deficiencies or weaknesses in its application.
- g. *Competency Measurement* implemented by evaluating the performance of human resources, but it has not been implemented optimally in following up on the findings.
- h. *Performance Related Pay* has been done, but still not carried out carefully and precisely.

In addition, in the current organizational structure of the Regency / City KPU, downsizing and additional (*additional*) both human resources and organizational structure by adding one Subdivision, namely the finance subsection, so that the finance subsection is separate or independent from the general and logistics subsection.

Based on the research results obtained regarding the existence of the Regency / City Election Commission and the organizational restructuring of the Regency / City KPU in West Java, the researcher then analyzed the internal and external factors using the SWOT analysis model approach by looking at the strengths, weaknesses. (Weakness), opportunities (opportunities), and threats (threats).

Organizational analysis, that Regency / City KPU organization is the organization's potential and / or strength. In general, the institutional structure of Regency / Municipal KPU has been able to support the duties and functions that it carries.

As for further analysis of the organizational or institutional potential, the Regency / City KPU organization has succeeded in demonstrating its independent institutional nature and free from intervention from any party. Furthermore, it can be seen in the implementation of the election, the determination of the results of vote recapitulation in various regions was carried out based on the principles of professionalism, integrity, transparency and accountability.

The Regency / City KPU organization has attempted to reposition its institution through the bureaucratic reform program launched by the KPU since 2013 and the application of various public service innovations towards professional and independent election management organizations.

Every line in the Regency / City KPU organization has supported the implementation of the KPU's duties and functions as the organizer of the Indonesian elections. As a result, every Regency

/ City KPU employee has a clear understanding of the duties and functions of the organization so that each employee has the same perception in achieving organizational performance.

Looking at the aspect of human resources in general, Regency/City KPU has several vital points that become the weaknesses of Regency / City KPU as a public organization, that the Regency / Municipal KPU organization does not yet have adequate human resources. Therefore, it becomes a constraint in the national KPU institution. However, the organization's strength can be given sanctions, both administrative and formal (civil) against any employee who violates the rules. Furthermore, the imposition of these sanctions is strengthened by the Honorary Council of Election Administrators (DKPP) which is tasked with examining, judging, and deciding on complaints or reports of alleged violations of the code of ethics committed by members of Regency / Municipal KPU.

As for the results of further analysis on the strength of aspects of human resources related to leadership, that the leadership of the organization, namely the Chairperson and Commissioner of Regency / City KPU has a solid vision to bring the Regency / City KPU towards a better direction; Organizational leaders can create a conducive atmosphere for the creation of effective organizational communication and have the ability to manage organizational resources well. □ Furthermore, the organization's leadership has strengthened mutual trust and respect among all elements of the organization; The leadership of the organization strives to create a productive organizational work culture by upholding discipline, integrity and commitment to all employees.

Another aspect supporting the Regency / City KPU organization is the Planning and Budget Aspect in improving organizational performance, whereas the KPU has succeeded in planning activities and budget management by applicable regulations. The strength of planning and budgeting aspects is that in planning activities and budgeting, it is carried out by involving the active participation of all elements of the organization. Moreover, budget governance fulfills the principles of transparency and accountability. Budget management is carried out by applying Government Accounting Standards (SAP).

Analysis from the policy aspect of Regency / City KPU that in general Regency / City KPU has implemented management and policies that are acceptable to all parties. Regency / City KPU organizations make efforts to identify, create and document work mechanisms / management. In addition, the Organization reviews and improves mechanisms / management and carries out comparisons based on periodic evaluations and input from various stakeholders.

Moreover, from a policy point of view, the Central KPU is currently doing it directly. The KPU organization has succeeded in compiling SOPs and making clear and easy-to-understand regulations. In general, the aspect of infrastructure support and information technology, the KPU requires adequate infrastructure support and appropriate information technology. Unfortunately, until now, almost 99% of Regency / City KPUs do not have buildings and warehouses and support for appropriate information technology, which is not optimal, but it is already available.

The results of research related to Regency / City KPU in West Java Province, if analyzed with the SWOT model approach. The approach to the SWOT analysis model is based on the logic of understanding that can maximize strengths and opportunities, while simultaneously minimizing weaknesses and threats / threats. By looking at internal factors (related to strengths and weaknesses), it is possible to minimize weaknesses, and at the same time maximize strengths. Likewise with external factors (related to opportunities and threats), opportunities can be enlarged when threats are minimized.

Based on the analysis carried out, the key factors that become strengths, weaknesses, threats and opportunities can be identified related to the existence of the Regency / City Election Commission and the restructuring of the Regency / City Election Commission organizations in West Java as summarized in the following table:

Table 1 Summary of Analysis of Internal and External Factors

Internal	
Power	Weakness

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| <ul style="list-style-type: none"> - Mandate of Law Number 15 of 2011 concerning election administrators (S1) - Strong leadership commitment (S2) - Bureaucratic Reform that has been launched (S3) - Employees have the same perception of the duties and functions of the organization (S4) - Experience in holding elections (S5) - KPU as a vertical organization (S6) | <ul style="list-style-type: none"> - Overlapping of programs and activities between work units (W1) - Disproportionate workload for employees (W2) - Employee competency disparities (W3) - Performance management partiality (W4) - Weak budget management oversight system (W5) - limited arana and infrastructure (W6) - The use of information technology is not optimal (W7) - Inadequate human resources (S8) |
|--|---|
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- | | |
|--|--|
| <p>External Opportunity</p> <ul style="list-style-type: none"> - The main targets of Indonesia's democratic development (O1) - Public interest in public participation in elections is high (O2) - Good relations with Bawaslu, DKPP and other law enforcement agencies (O3) - Potential for HR development (O4) - Formal education and training opportunities (O5) - Advances in Information Technology (O6) - High community expectations (O7) | <p>Threat</p> <ul style="list-style-type: none"> - Legislation regarding the electoral system is volatile (T1) - Public opinion is easily shifted (T2) - Demonstration of dissatisfaction with the election results which ended in chaos (T3) - Lawsuit on election results that are not based on evidence (T4) - The majority of HR with DPK status (T5) - Logistics distribution is constrained by geographic conditions (T6) |
|--|--|

Based on the results of the study, that the form of organizational restructuring based on the results of interviews, observation and documentation of processed data, changes or restructuring of the organizational structure of the General Election Commission in Regencies / Cities in West Java Province based on Benardin and Russell theory has not been optimally implemented. Hence, the expected changes are still far from what was expected.

Based on the results of this study, the researcher sees that organizational change certainly has goals and these objectives have not been optimally met. It can be seen from Robbins' opinion that the goals of organizational change according to Robbins (2001: 543) can occur in organizational structures, technology and people. Changes in organizational structure relate to the organizational design that changes in some elements, responsibilities, modification of the structural design from a simple structure to a team-based structure or a matrix design. Technological improvements are directed at more efficient work. Technological changes usually involve the introduction of new equipment, automation or computerization methods.

Theoretically, several considerations need to be considered in restructuring the organization of the Regency / City General Election Commission, that seeing the opportunity for the Regency / City KPU organization will continue to exist if changes are supported by optimal human resources, support for facilities and infrastructure as well as practical and effective institutional strengthening. efficient.

CONCLUSION

1. The existence of the Regency / City General Election Commission is still needed as the organizer of the General Election
2. The organizational restructuring of the Regency / City KPU in West Java has not been optimally implemented.

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