

## **The Structuring of Local Government Organizations: The Perspective of Henry Mintzberg's Theory**

**Khoirul Anam<sup>1</sup>, Bahtiar<sup>2</sup>**

<sup>1,2</sup> Government Studies, Faculty of Social and Political Sciences  
Universitas Muhammadiyah Jember  
e-mail: khoirulanam1095@gmail.com, bahtiar63@gmail.com

### **Abstract**

*The objective of this research is to describe the structure of Village Government Organizations. The focus is to analyze the organizational structuring policy of the Department of Community and Village Empowerment (Dinas Pemberdayaan Masyarakat dan Desa) of Jember Regency. This study employs a qualitative descriptive approach, with sampling determined through snowball sampling. The initial key informants selected were the Head of the Department, the Secretary, and the Head of Division. Data collection techniques included interviews, observation, and documentation, utilizing both primary and secondary data. The study refers to Henry Mintzberg's (1993) theory of the five structures in designing effective organizations. The findings reveal that the organizational structuring of local government agencies, when examined through Mintzberg's theory, is less than optimal. First, in the drafting of Regent Regulation No. 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Department of Community and Village Empowerment of Jember Regency, there was no local regulation providing technical guidelines for the formulation of regent regulations. Second, the regulation has not substantively fulfilled the principles of rational, proportional, effective, and efficient structuring of local government organizations as outlined by Mintzberg's theory. This has led to issues such as limited capacity to interpret and operate existing rules. Improvements are required in areas such as the availability of competent and professional human resources, regulatory clarity, effective working relationships, and minimizing political influence in decision-making processes.*

**Keywords:** Structuring, Local Government Organizations, Henry Mintzberg's Theory

### **Abstrak**

Tujuan penelitian adalah mendeskripsikan penataan Organisasi Perangkat Desa. Titik fokus dalam penelitian yaitu menganalisis kebijakan penataan organisasi Dinas Pemberdayaan Masyarakat dan Desa Kabupaten Jember. Penelitian ini menggunakan pendekatan Deskriptif Kualitatif, teknik penentuan sampel menggunakan (snowball sampling). Penentuan informan kunci yang dipilih awal penelitian yakni Kepala Dinas, Sekretaris dan Kepala Bagian. Teknik pengumpulan data melalui wawancara, observasi, dan Dokumentasi. Data yang digunakan data skunder dan data primer. Peneliti mengacu pada teori Henry Mintzberg (1993) tentang lima struktur dalam mendesain organisasi yang efektif. Berdasarkan temuan dinyatakan bahwa penataan organisasi perangkat daerah di tinjau dari teori Mintzberg tergolong kurang maksimal. Pertama dalam penyusunan Peraturan Bupati Nomor 44 Tahun 2016 tentang Kedudukan, Susunan Organisasi, Tugas dan Fungsi Serta Tata Kerja Dinas Pemberdayaan Masyarakat dan Desa Kabupaten Jember tidak adanya peraturan daerah yang mengatur tentang pedoman teknis pembuatan peraturan bupati. Kedua, peraturan tersebut secara substantif belum memenuhi prinsip Penataan Organisasi Perangkat Daerah yang rasional, proporsional, efektif dan efisien berdasarkan Teori Henry Mintzberg. Ini menjadi permasalahan seperti kurangnya kemampuan membaca subtansi atau menerjemahkan aturan yang telah ada sehingga bisa melaksanakan sesuai dengan aturan. Beberapa hal perlu diperbaiki seperti sumberdaya manusia yang cukup dan profesional, regulasi, hubungan kerja yang baik, dan mengurangi faktor politik dalam setiap pengambilan kebijakan.

**Kata kunci:** Penataan, Organisasi Perangkat Daerah, Teori Henry Mintzberg

## INTRODUCTION

Indonesia is a country whose territory is divided into provinces. The provinces are further divided into regencies, and the regencies are further subdivided into municipalities, each of which has its own local government as regulated by law. According to the Local Government Law, regional governance is defined as the administration of governmental affairs by local governments and regional legislative councils (DPRD) based on the principles of autonomy and co-administration, with the broadest possible autonomy within the system and principles of the Unitary State of the Republic of Indonesia as stipulated in the 1945 Constitution. The distribution of authority between the central government and provincial, regency, and municipal governments or between provinces and municipalities is regulated by law, considering regional distinctiveness and diversity. The state also recognizes special or distinctive regional government units as stipulated by law.

The implementation of regional government affairs is pursued based on externalities, accountability, and efficiency, while maintaining harmony among different levels of government. The scope of local governmental authority is categorized into mandatory and optional functions, determined by the above criteria.

The era of regional autonomy grants rights, authorities, and obligations to local governments to regulate and manage governmental affairs and public interests in accordance with statutory regulations. This principle of autonomy must always be oriented toward improving community welfare while reflecting the interests and aspirations of society. To achieve these goals, regional governments require organizational structures known as Local Government Apparatus Organizations (Organisasi Perangkat Daerah, OPD), which serve as the implementers of delegated powers and responsibilities. The principle of broad, real, and accountable autonomy gives regions the authority to manage affairs that already exist and have the potential to grow, based on their own characteristics and capacities.

The structuring of OPDs at the regency and municipal levels is based on Law No. 23 of 2014 on Local Government. This legislation aims to create local governance that accelerates the realization of community welfare through improved services, empowerment, participation, and regional competitiveness, while adhering to the principles of democracy, equity, justice, and regional distinctiveness. Furthermore, the

### The Structuring of Local Government Organizations

in the Perspective of Henry Mintzberg's Theory

efficiency and effectiveness of governance must be enhanced by considering central-regional relations, interregional cooperation, local potential and diversity, as well as global challenges. To support local governance, the central government enacted Government Regulation No. 18 of 2016 on Local Government Apparatus, which regulates the procedures for establishing OPDs as auxiliary units to the regional head and DPRD in carrying out their respective governmental functions.

Although Government Regulation No. 18 of 2016 does not explicitly reference Henry Mintzberg's organizational theory, its framework implicitly reflects Mintzberg's concepts. Therefore, it is crucial that local regulations (Peraturan Daerah) and regent regulations (Peraturan Bupati) concerning OPD structuring are drafted with an understanding of Mintzberg's theory. In practice, however, the formulation of such regulations often lacks alignment with Mintzberg's principles, which undermines the rationality, proportionality, effectiveness, and efficiency of OPD structuring. As a result, the quality of local regulations and regent regulations may suffer from deficiencies, thereby hindering the realization of effective local governance.

Mintzberg (1993) identifies five key components of organizational structure: (1) the strategic apex, which coordinates overall organizational activities; (2) the operating core, which carries out the essential work of the organization; (3) the middle line, which bridges the strategic apex and operating core; (4) the technostructure, which provides analysis and standardization; and (5) the supporting staff, which offers auxiliary services.

Against this backdrop, it becomes particularly relevant to examine the structuring of the Department of Community and Village Empowerment (Dinas Pemberdayaan Masyarakat dan Desa) in Jember Regency. This study focuses on the organizational structuring of this department, especially through Regent Regulation No. 44 of 2016 concerning Position, Organizational Structure, Duties, Functions, and Work Procedures align with Mintzberg's theory.

Based on the above background, the research questions are formulated as follows:

1. How was Regent Regulation No. 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Department of Community and Village Empowerment of Jember Regency drafted?

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory

2. Does Regent Regulation No. 44 of 2016 substantively fulfill the principles of rational, proportional, effective, and efficient structuring of Local Government Apparatus Organizations when examined through the lens of Henry Mintzberg's theory?

## LITERATURE REVIEW

### *Organization and Organizational Structuring*

An organization is a system consisting of subsystems or interrelated components that work together in carrying out activities. Organization is often understood as a group of individuals collectively seeking to achieve a common goal. Handoko (2008) defines organization as a planning process that includes the arrangement, development, and maintenance of a structure or pattern of working relationships among people within a work group. In other words, an organization is a collection of roles, relationships, and responsibilities that are clearly defined and consistently maintained, enabling the achievement of specific objectives. In line with this, Anthony (as cited in Priyono, 2007) explains that an organization is a group of people who interact and coordinate in carrying out various activities to achieve goals, on the basis that individuals cannot achieve these goals independently.

Organizational structuring is an activity undertaken by organizations to transform internal processes and controls from a traditional vertical functional hierarchy into a flatter, horizontal, cross-functional structure grounded in teamwork and process orientation. Such restructuring is intended to make organizations more adaptive and effective. In practice, the design of local government apparatus organizations has undergone changes over time, aimed at improving and refining their structures. For instance, the Center for Regional Autonomy Performance Studies at the National Institute of Public Administration (LAN) has since 2006 initiated studies on government regulations concerning the Guidelines for Structuring Local Government Apparatus Organizations. Revisions and adjustments continue to be made to address the challenges of an increasingly complex governance environment (Karyana, 2012).

In essence, governance is the process of optimally carrying out regulatory, service, and empowerment functions. As an organization, bureaucracy comprises several structures that perform these functions and ensure the division of labor.

## **Local Government Apparatus**

According to Karyana (2012), Made Suwandi states that two fundamental values are embedded in the 1945 Constitution of the Republic of Indonesia concerning the system of government. First is the unitary value, reflected in the view that Indonesia shall not have any other form of government within it that possesses state-like sovereignty. Second is the territorial decentralization value, realized through the implementation of regional governance in the form of regional autonomy. Local government apparatus (perangkat daerah) refers to organizations or institutions within local government that are accountable to the Regional Head (*Kepala Daerah*) through the Regional Secretary (*Sekretaris Daerah*) in the administration of regional governance.

The definition of local government apparatus according to Government Regulation No. 18 of 2016 is that these are organizations or institutions within local government responsible to the Regional Head in the implementation of governance, consisting of the Regional Secretariat, Regional Technical Institutions, Districts (*Kecamatan*), and the Civil Service Police Unit (*Satuan Polisi Pamong Praja*), in accordance with the needs of the region. Furthermore, the provisions on local government apparatus are regulated under Law No. 9 of 2015, which amended Law No. 23 of 2014 on Local Government, specifically Articles 209 to 225.

## **Dynamics of Local Government Apparatus**

### *During the Old Order*

In the Old Order period, two laws were enacted to regulate regional governance. The first was Law No. 1 of 1945 concerning the position and regulations of regional national committees. This law was very brief, consisting of only six articles, and was enacted on 23 November 1945. Law No. 1 of 1945 regulated the establishment of Regional National Committees (Komite Nasional Daerah, KND). As is well known, in the early years of independence after the proclamation, Indonesia did not yet have adequate state institutions. Consequently, it was stipulated that in the early independence period the Central Indonesian National Committee (Komite Nasional Indonesia Pusat, KNIP) carried out the functions of state institutions until such institutions were formally established as mandated in the 1945 Constitution.

### **During the New Order**

Government organizations in the New Order era tended to be centralized and obedient to the ruling authority at the time. On the other hand, the military was deeply involved in the bureaucracy, occupying key government positions considered strategic, such as in the Directorate of Social and Political Affairs (Basyiruddin, 2015).

### **During the Reform Era**

Demands for decentralization of governance were responded to by the central government with the issuance of Law No. 22 of 1999 on Regional Government, which replaced Law No. 5 of 1974 on Regional Government. The policy on regional governance was later updated through Law No. 32 of 2004 on Regional Government and Law No. 34 of 2004 on Fiscal Balance between the Central and Regional Governments. Furthermore, these regulations stipulated that Local Government Apparatus Organizations (Organisasi Perangkat Daerah, OPD) must be established by Regional Regulations (Peraturan Daerah) in accordance with guidelines determined by the government. These Regional Regulations also define the establishment, position, duties, functions, and organizational structure of local government apparatus.

### **During the Implementation of Government Regulation No. 41 of 2007 and Government Regulation No. 18 of 2016**

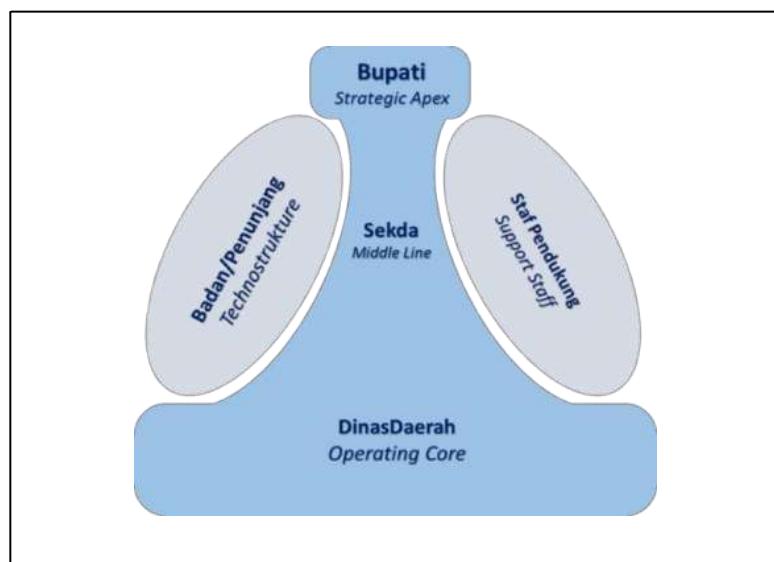
Law No. 32 of 2004 established that the primary basis for structuring local government apparatus organizations is the governmental affairs that require management. This aligns with the principle of "structure follows function," which serves as the guiding reference in institutional formation within government (Deputy of Institutional Affairs, Ministry of Administrative Reform, 2007). Accordingly, the type and size of local government apparatus organizations are determined by the scope of affairs that concretely exist within a region (Majalah Perencanaan Pembangunan, 2001). Institutional restructuring is expected to enhance government organizations, enabling them to become more capable, agile, flexible, and responsive to the increasingly complex needs of society.

### Henry Mintzberg's Theory

The formation of regional government organizations (Perangkat Daerah) as mandated by Government Regulation No. 18 of 2016 is intended to align with the principles of organizational design. These principles are based on efficiency, effectiveness, clear division of tasks, span of control, well-defined work procedures, flexibility, governmental affairs under regional authority, and the intensity of governmental functions in relation to local potential. When these aspects are compatible, the organization is deemed to function effectively.

By understanding the types of organizations defined by Mintzberg, the structuring of regional government organizations can be adjusted to fit the characteristics and strengths of the organization more appropriately. Henry Mintzberg identified a framework or attributes for building a more effective organization, namely:

- a) the parts and individuals within the organization, b) organizational mechanisms, c) design parameters, and d) various environmental factors influencing the selection of design parameters.



Framework of Regional Government Organization  
Source: *Structure in Fives: Designing Effective Organizations* by Prof. Henry Mintzberg

### The dynamics of Henry Mintzberg's theory

The dynamics of Henry Mintzberg's theory demonstrate several advantages and limitations. The strengths of this theory include its simplicity, which allows the

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory organizational structure to operate efficiently, flexibly, and at a relatively low maintenance cost. It also ensures clear accountability, minimizes goal uncertainty as members can easily identify themselves with the organization's mission, and makes it relatively straightforward to observe how individual actions contribute to overall organizational objectives. However, the theory also presents certain weaknesses. Its applicability is limited and becomes inadequate as the size of the organization expands. The concentration of authority in a single individual creates vulnerability to misuse of power and poses significant risks, as the organization becomes overly dependent on one person.

### **The Department of Community and Village Empowerment**

The Department of Community and Village Empowerment, headed by a director, is positioned under and accountable to the Regent through the Regional Secretary. The Department of Community and Village Empowerment is tasked with assisting the Regent in implementing governmental affairs under the authority of the regency in the field of community and village empowerment, particularly concerning the empowerment of rural economic enterprises and community institutions, as well as delegated tasks assigned to the Regency.

In carrying out its duties, the Department of Community and Village Empowerment perform the following functions: 1). Formulating policies in the field of community and village empowerment. 2). Implementing policies in the field of community and village empowerment. 3). Conducting evaluation and reporting related to community and village empowerment. 4). Administering the department's internal affairs in accordance with its scope of responsibilities. 5). Performing other functions assigned by the Regent in relation to its duties and responsibilities.

### **RESEARCH METHODS**

This research was conducted at the office of the Department of Community and Village Empowerment of Jember Regency. The reason for selecting this location is that it is easily accessible and has undergone significant organizational changes following the issuance of Regent Regulation Number 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Department of

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory  
Community and Village Empowerment of Jember Regency, subsequent to the  
enactment of Government Regulation Number 18 of 2016 on Regional Apparatus  
Organizations.

This study employs a qualitative research method. Qualitative research is often referred to as a “naturalistic research method” because it is carried out in natural settings (Moleong, 2018). Data collection techniques include interviews, observation, and document analysis. The focus of this research is on the structuring of regional apparatus organizations analyzed through Henry Mintzberg's organizational theory, with a case study at the Department of Community and Village Empowerment of Jember Regency. In qualitative research, sampling is determined using the snowball sampling approach. The key informants identified at the outset of the study include the Head of the Department of Community and Village Empowerment of Jember Regency, the Legal Division of the Regional Government of Jember Regency, the Organizational Structure and Governance Division (Ortala) of the Regional Government of Jember Regency, and the Secretariat of the Department of Community and Village Empowerment.

The sources of data in this research are primary and secondary data. Primary data refers to information obtained directly from original sources. These sources include (1) The Secretariat of the Department of Community and Village Empowerment of Jember Regency, consisting of three heads of sub-divisions: the General Affairs and Personnel Sub-Division, the Planning and Reporting Sub-Division, and the Finance Sub-Division. (2) The Regional Secretary of Jember Regency, including the Organizational Structure and Governance Division and the Legal Division. Secondary data refers to information obtained from secondary sources such as literature, the internet, library research, and documents/archives closely related to the research problem.

## RESULTS AND DISCUSSION

### *Drafting of Regent Regulation on Regional Apparatus Organization*

The drafting of Regent Regulation Number 44 of 2016 concerning the Position, Organizational Structure, Duties, and Functions of the Office of Community and Village Empowerment of Jember Regency is based on the mandate of Regional Regulation Number 3 of 2016 concerning the Establishment and Structure of Regional Apparatus, as stipulated in Article 5 letter (j). This regulation was drafted based on the implementation of regional autonomy and co-administration tasks, in which the region establishes Regional Regulations granted to regencies/municipalities in accordance with the provisions of Article 236 paragraph (1) of the Law. As for the division of concurrent governmental affairs between the Central Government and the Provincial and Regency/Municipal Governments, it is contained in Appendix letter M as stipulated in Law Number 23 of 2014 concerning Regional Government, which regulates the division of governmental affairs in the field of Community and Village Empowerment.

According to the researcher, in this case, the Office of Community and Village Empowerment of Jember Regency has not yet performed optimally. This can be seen from the fact that many community empowerment institutions in the villages are still not functioning effectively. As a state governed by law, all aspects of life in the fields of society, nationhood, and statehood, including governance, must be based on law in accordance with the national legal system. Therefore, to provide clarity in harmonizing the applicable regulations, pursuant to the provisions of Law Number 12 of 2011 Article 63, which states that the provisions regarding the drafting of Provincial Regulations as referred to in Articles 56 through 62 shall apply mutatis mutandis to the drafting of Regency/Municipal Regulations.

- a. The Organizational and Administrative Division (Ortala) and the Legal Division as the Deliberation Team

In the formulation of Regent Regulation Number 44 of 2016, the regulation serves as a derivative rule following the regional regulation, intended to clarify the position, organizational structure, duties, and functions of a regional apparatus organization. This is in line with the statement conveyed to me by Mr. Ervan.

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory

*"We must first understand the general functions of regional apparatus organizations. OPDs serve as an extension of the regent in carrying out public services and in managing the affairs assigned to them. In drafting a policy or regulation, the legal framework and explanations are already clearly stipulated in the Law, Government Regulations, and even Regional Regulations agreed upon by the Regent together with the Regional House of Representatives (DPRD) of Jember Regency." (Erwan, Staff of the Legal Division, interview, February 26, 2019).*

The formulation of Regent Regulation Number 44 of 2016 concerning the Organizational Structure and Work Procedures (SOTK) of the Office of Community and Village Empowerment of Jember Regency has not yet been fully in accordance with the procedures and hierarchy of legislation. It was agreed upon together with the members of the Regency/Municipal DPRD in line with the provisions of Law Number 12 of 2011 concerning the Formation of Legislation.

*"In drafting a Regent Regulation, particularly those concerning the organizational structure and work procedures (SOTK) which already have higher-level explanations, the process is more straightforward. It is simply a matter of adjustment. The structuring of regional apparatus for a regency/municipality already follows established provisions or applications prepared by the central government through Law Number 23 of 2014 and Government Regulation Number 18 of 2016." (Ernawati, Staff of the Organizational and Administrative Division, Regional Secretariat of Jember Regency, interview, February 26, 2019).*

This means that the implementation of regional governance is directed toward accelerating the realization of public welfare through improved services, community empowerment and participation, as well as enhancing regional competitiveness while upholding the principles of democracy, equity, justice, and the distinct characteristics of each region within the system of the Unitary State of the Republic of Indonesia. This is also in line with the spirit of Government Regulation Number 18 of 2016 concerning Regional Apparatus, which states that regional apparatus function as supporting elements of the Regional Head and the Regency/Municipal DPRD in carrying out governmental affairs in accordance with the responsibilities assigned to them.

b. The Draft was Received by the Regional Secretary

After the deliberation team, consisting of the Legal Division of the Regional Secretariat, completes its review, the regulation is then promulgated, thereby becoming

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory part of the regional gazette. The Regional Secretary holds full responsibility for drafting the regent regulation concerning the organizational structure, duties, and functions of a regional apparatus. In this drafting process, an academic manuscript is not required, as standardized provisions or applications for its formulation already exist, making the process more efficient and effective. Likewise, changes in nomenclature, such as the transformation from "agency" (badan) to "office" (dinas), have been adjusted in accordance with the application. This explanation was provided by the Legal Division.

*"In drafting the regent regulation, we do not require an academic manuscript because an online application has already been prepared by the government. This application even includes mathematical calculations to determine the type of office. Since the Office of Community and Village Empowerment is classified as Type A, it means that this office has a broad scope of work. This classification is based on Law Number 23 of 2016 concerning Regional Government." (Ernawati, Staff of the Organizational and Administrative Division, Regional Secretariat of Jember Regency, interview, February 26, 2019).*

Although an academic manuscript is not required in the drafting of a regent regulation, the regional government should issue a regional regulation on the technical guidelines for drafting such regulations, as has been done by other regencies such as Banyuwangi and Bondowoso. This would facilitate the process of preparing regent regulations. The absence of such a regulation demonstrates that Jember Regency is clearly lagging in the production of legal instruments, particularly those of a technical nature.

This situation also reflects the assessment of the Ministry of Home Affairs in 2016 regarding the performance status of regional governance, which ranked Jember Regency 143rd nationally, below Bondowoso Regency and Lumajang Regency. Such findings raise serious questions about the local government's commitment to effective governance. Furthermore, Jember Regency also received a "yellow report card" from the Ombudsman of the Republic of Indonesia, East Java Representative.

c. The Draft was Initialed by the Regent for Approval

The draft, after being finalized by the Legal Division, is initialized by the Regent for approval and subsequently enacted and recorded in the regional gazette.

### **Regent Regulation Number 22 of 2016 Reviewed through Mintzberg's Theory**

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory

Government Regulation Number 18 of 2016 does not explicitly refer to Mintzberg's theory. However, it can be inferred from its provisions that the regulation was formulated based on Mintzberg's organizational principles. From this standpoint, the drafting of Regional Regulations and Regent Regulations should be consciously developed with reference to Mintzberg's framework. In terms of the existing regulatory framework, the central government has refined the structuring of regional apparatus through Government Regulation Number 18 of 2016 concerning the Organizational Structure of Regional Apparatus. Theoretically, this is rooted in organizational design, and the regulation can be seen as consistent with Mintzberg's ideas on the grouping of organizational structures within regional apparatus.

The transformation of the Community and Village Empowerment Agency (Badan) into the Community and Village Empowerment Office (Dinas) marks a significant change, which raises a critical question: does the shift from *Badan* to *Dinas* imply a transition in function from the Technostructure to the Operating Core? This change is mandated by Law Number 23 of 2014, which aligns governmental authority with the intensity of governmental affairs and regional potential. The intent behind this adjustment is to restructure regional apparatus organizations to become more efficient, effective, with clearly divided tasks, appropriate spans of control, transparent working procedures, and greater flexibility.

Based on these considerations, Regent Regulation Number 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Community and Village Empowerment Office of Jember Regency was issued. The form of its organizational structure and functions is shaped by its authority in delivering basic services. Therefore, it is essential to assess the design of the Community and Village Empowerment Office of Jember Regency against the parameters of organizational design. The following section presents an analysis of these parameters.

### 1. Job Specialization

Job specialization refers to the number of tasks assigned to a particular job and the level of control workers have over these tasks. In the Regent Regulation of Jember No. 44 of 2016 concerning the Organizational Structure and Governance (SOTK) of the Office of Community and Village Empowerment, Article 3 provides an

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory

explanation of the organizational framework supported by 33 civil servants (25 men and 8 women). These officials play a crucial role in delivering public services, which are essential in enhancing the region's competitiveness.

**2. Formalized Behavior**

Formalization refers to the standardization of work processes through operating instructions, job descriptions, rules, and regulations. For instance, the proposal for drafting a regional regulation on the management of *tanah bengkok* (village land) has not yet been completed due to repeated consultations with the Ministry of Villages at the central level. From the researcher's perspective, this situation illustrates a lack of productivity caused by over-consultation, whereas such regulations could be settled locally if technical guidelines and standardized procedures were available. Involving relevant stakeholders, such as academic institutions, could accelerate problem-solving.

**3. Training**

Training involves the use of formal learning programs to develop task-specific competencies. In the case of government regulations, there is no explicit provision regarding formal learning or training programs under the authority of the Office of Community and Village Empowerment. Instead, the responsibility for training and capacity-building rests with the Agency for Civil Service and Human Resource Development of Jember Regency.

**4. Indoctrination**

Indoctrination refers to the standardization of norms and values so that employees can be trusted to make decisions and take actions aligned with the organization's ideology. In this context, indoctrination can be understood as the perspective or mindset of each official who has been given authority. For example, adopting the principles of good governance does not require coercion or pressure; rather, such practices should emerge from individual initiatives within the Office of Community and Village Empowerment.

**5. Unit Grouping**

Unit grouping refers to the arrangement of employees into specific work units based on processes, products, clientele, geographic areas, or other criteria. This process is essential for coordination, supervision, resource sharing, and performance

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory measurement. The organizational structure of the Office of Community and Village Empowerment in Jember Regency is arranged accordingly, providing a framework for administrative efficiency and effective service delivery:

a. Head of the Office

The Head of the Office of Community and Village Empowerment of Jember Regency was established under Regent Regulation No. 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Office. The head is mandated to assist the Regent in formulating policies, coordinating, planning, and implementing the authority of the Regency Government in the areas of economic development and appropriate technology, financial and asset management, and village governance, as well as carrying out other tasks assigned by the Regent.

b. Secretariat

The Secretariat functions as the administrative backbone of the Office and is the unit where the researcher conducts observations and interviews. This division is the most structurally complete, consisting of several sub-units supported by staff who manage administrative order, public relations, and protocol duties. The organizational structure of the Secretariat includes three sub-divisions: (1) General Affairs and Personnel; (2) Planning and Reporting; and (3) Finance.

c. Division of Community Empowerment and Community Institutions

This division comprises three sections. However, one of its sections, the Section for Community Institutional Empowerment, currently has no appointed official. Based on confirmation from the personnel sub-division, filling this vacancy does not fall under the authority of the Office itself but is managed by the Agency for Civil Service and Human Resource Development of Jember Regency. Consequently, the Office must wait for decisions from higher-level authorities regarding staffing.

d. Division of Economic Development and Appropriate Technology

This division is tasked with planning, implementing, and coordinating programs for village economic development, community-based appropriate technology, information technology-based village development, and innovation through the utilization of local potential in collaboration with universities,

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory community service institutions, and civil society organizations. It consists of two sections: (1) Village Economic Development and (2) Community-Based Appropriate Technology Development. However, both sections are currently vacant, resulting in many programs being stalled due to limited human resources.

e. Division of Financial and Asset Management

This division is responsible for planning, implementing, and coordinating activities related to the management of village finance and assets. Its tasks include compiling technical guidelines for financial and asset management, facilitating financial assistance to village governments, inventorying village assets, overseeing village-owned enterprises (BUMDesa), and providing training in village financial management. This division operates as part of the *Operating Core* in Mintzberg's framework, focusing on implementing and managing programs under its scope.

f. Division of Village Governance

This division is responsible for planning, implementing, and coordinating activities related to village governance, including the formulation of technical guidelines, capacity-building for village apparatus, and monitoring and evaluating governance implementation. It consists of two sections: (1) Village Governance Structuring and Implementation; and (2) Village Administration Development. Historically, this division originated from the Regional Governance Bureau under the Regional Secretary of Jember Regency, before being merged into the current Office after the issuance of Government Regulation No. 18 of 2016.

g. Functional Position Groups

Functional position groups serve as part of the *Technostructure*, with responsibility for formulating and carrying out technical tasks aligned with their expertise and the Office's needs. Their role is to execute specialized functions of the Office of Community and Village Empowerment according to professional competencies.

a) Head of Office

The Head of the Office of Community and Village Empowerment of Jember Regency was established under Regent Regulation No. 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures

## The Structuring of Local Government Organizations

in the Perspective of Henry Mintzberg's Theory

of the Office. The Head is entrusted with assisting the Regent in policy formulation, coordination, planning, and exercising the authority of the Regency Government in the areas of Economic Development and Appropriate Technology, Financial and Asset Management, and Village Governance, as well as carrying out other tasks assigned by the Regent.

b) Secretariat

The Secretariat of the Office of Community and Village Empowerment serve as the administrative center, where observations and interviews were conducted by the researcher. It is the most structurally complete unit, with several sub-divisions supported by staff who ensure the smooth functioning of administration, public relations, and protocol services. The Secretariat consists of three sub-divisions: (1) General Affairs and Personnel; (2) Planning and Reporting; and (3) Finance.

c) Division of Community Empowerment and Community Institutions

This division comprises three sections. However, the Section for Community Institutional Empowerment currently has no appointed official. Based on confirmation from the Personnel Section of the Secretariat, the responsibility for filling vacant positions lies not with the Office but with the Agency for Civil Service and Human Resource Development of Jember Regency. Thus, the Office is required to wait for higher-level policy decisions regarding staffing.

d) Division of Economic Development and Appropriate Technology

This division is tasked with planning, implementing, and coordinating programs related to village economic development, community-based appropriate technology, information technology-based village development, and innovation based on local potential in collaboration with universities, community service institutions, and civil society organizations. The division is structurally divided into two sections: (1) Village Economic Development and (2) Community-Based Appropriate Technology Development. However, both sections are currently vacant, which has significantly hindered program implementation due to insufficient human resources.

e) Division of Financial and Asset Management

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory

The Division of Financial and Asset Management is responsible for planning, implementing, and coordinating activities related to village financial and asset management. Its functions include preparing technical guidelines, facilitating financial assistance to village governments, inventorying village assets, overseeing Village-Owned Enterprises (BUMDesa), and providing training in village financial management. This division aligns with Mintzberg's concept of the *Operating Core*, as it primarily executes and manages programs within its scope of responsibility.

f) Division of Village Governance

The Division of Village Governance is tasked with planning, implementing, and coordinating village governance activities. These include drafting technical guidelines, building the capacity of village officials, monitoring and evaluating governance practices, and other responsibilities assigned by the Head of the Office. It consists of two sections: (1) Village Governance Structuring and Implementation, and (2) Village Administration Development. Historically, this division originated from the Regional Governance Bureau under the Regional Secretary of Jember Regency, before being merged with the Community Empowerment Agency to form the current Office after the enactment of Government Regulation No. 18 of 2016.

g) Functional Position Groups

The Functional Position Groups serve as part of the *Technostructure*, carrying responsibility for designing and implementing technical tasks relevant to their expertise and the needs of the Office. They perform specialized functions to support the Office of Community and Village Empowerment in accordance with professional competencies.

1. Unit Size

The Office of Community and Village Empowerment of Jember Regency is categorized as a large-scale office with a broad scope of work. This classification is in line with Government Regulation No. 18 of 2016, Article 35 paragraph (1), which stipulates that district/city agencies are the implementing elements of governmental affairs within the authority of

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory regional governments. Furthermore, Article 35 paragraph (4) specifies that a *Type A* agency is established to accommodate the extensive workload of district/city agencies. This provision is consistent with Regional Regulation No. 3 of 2016, Article 5 point (j), which explicitly designates the Office of Community and Village Empowerment of Jember Regency as a *Type A* office.

## 2. Planning and Control Systems

Planning and control systems refer to mechanisms used to standardize outputs. The Office of Community and Village Empowerment has established planning documents, including its Medium-Term Strategic Plan (*Renstra*) and Annual Work Plan (*Renja*). However, in practice, the Office often tends to prioritize budgetary arrangements rather than focusing on measurable performance targets. This budget-centric orientation can hinder the achievement of strategic objectives.

## 3. Liaison Devices

Liaison devices refer to mechanisms that foster coordination and mutual adjustment across and within organizational units, including task forces, liaison officers, and integrative managers. In Mintzberg's framework, liaison devices are reflected in the *Support Staff*, which performs functions like the Secretariat within the Office. The Secretariat thus plays a pivotal role in bridging communication and ensuring administrative cohesion across divisions.

## 4. Decentralization

Decentralization refers to the extent to which decision-making power is dispersed. In organizational theory, decentralization is understood as the formal delegation of authority to manage certain functions across sectors or units. Mintzberg identifies six basic patterns of decentralization: (1) vertical and horizontal centralization, where authority rests at the strategic apex; (2) limited horizontal decentralization, where the strategic apex is supported by the *Technostructure* that standardizes work; (3) limited vertical decentralization, where market-based unit managers exercise delegated

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory control; (4) vertical and horizontal decentralization, where authority largely rests within the *Operating Core*; (5) selective vertical and horizontal decentralization, where decision-making authority is distributed across multiple organizational locations; and (6) pure decentralization, where authority is broadly shared.

In the case of Regent Regulation No. 44 concerning the Organizational Structure, Duties, and Functions of the Office of Community and Village Empowerment of Jember Regency, the regulation includes the establishment of Technical Implementation Units (*UPT*) at the sub-district level. However, these units were never fully operationalized. Consequently, the absence of UPTs across sub-districts limited the Office's capacity to extend its outreach effectively. Ideally, the presence of UPTs in each sub-district would facilitate more efficient service delivery. Alternatively, in the absence of UPTs, delegated authority for community empowerment functions could be vested in the sub-district governments (*kecamatan*) to improve local-level implementation.

*"The transformation from an agency (Badan) into a service office (Dinas) facilitates the execution of duties and responsibilities. Moreover, this organizational change is mandated by Law Number 23 of 2014 and Government Regulation Number 18 of 2016."* (Ani, Secretariat Section of the Office of Community and Village Empowerment, Jember Regency, interviewed on February 25, 2019).

The response provided by the informant can be considered highly normative, as it does not elaborate on the substantive implications of the organizational transformation. The conversion from an agency (Badan) to a service office (Dinas) should not merely be understood as a change in nomenclature, but rather as a comprehensive transformation that extends to the smallest sub-units within the organization.

Agencies or supporting institutions, often referred to as the *technostructure*, represent organizational components characterized by a group of analysts responsible for planning and controlling the work of others. In contrast, regional service offices (*dinas daerah*), more closely associated with the *operating core*, are organizational entities in which personnel perform fundamental tasks that directly generate outputs and deliver public services engaging directly with societal problems.

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory

Therefore, when institutional restructuring takes place, such as the transformation from an agency to a service office, the government cannot limit itself to renaming or formal adjustments. Instead, the change must encompass all organizational aspects, ranging from nomenclature to the redefinition of functions and responsibilities.

- a) Division of Labor refers to job analysis, which is an activity aimed at determining what tasks need to be carried out and who is responsible for performing them. Job analysis is essential to design an organization effectively, as well as to establish the division of work, job specifications, and job evaluations.

*"Through Government Regulation No. 18 of 2016 and its corresponding Law, the local government understood the necessity of establishing an agency, namely the Office of Community and Village Empowerment, in accordance with the tasks of assistance. The change of nomenclature from 'Agency' to 'Office' appears to be a positive step for ensuring the smooth operation of local governance through such an office. However, there remain many adjustments to be made sense it is still relatively new." (Ani, Secretariat Section of the Office of Community and Village Empowerment, Jember Regency, interviewed on 25/02/2019)*

According to the informant, the change from an agency to an office still requires refinement, not only in terms of its legal status but also in ensuring that the division of labor is fully understood by all staff within the Office of Community and Village Empowerment. The most notable change occurred when the Village Governance Section, which was previously under the Regional Secretariat, was merged into the Office, necessitating significant adjustments in organizational structure and work coordination.

*"In the past, our Regional Apparatus was named the Village Empowerment Agency, which was understood as a unit with a relatively small scope of work. After it was changed into an Office and the Village Governance Section was merged, adjustments inevitably had to be made, particularly in terms of aligning vision and fostering teamwork (solidarity) among the employees." (Ani, Secretariat Division of the Office of Community and Village Empowerment, Jember Regency, interviewed on 25/02/2019)*

The merger process entailed the transfer of all assets and human resources from the Regional Government Section of the Regional Secretariat in accordance with the Regent's regulation. This merger subsequently led to changes in the composition of

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory personnel and the distribution of authority within the Office of Community and Village Empowerment of Jember Regency. The weakness of this merger process had implications for the inability to adjust the composition of human resources to the actual needs of the Office, as indicated by the informant.

*“The difficulty lies in the inability of the Department of Community and Village Empowerment to conduct a needs analysis for its workforce. This issue is related to the duties, authority, and functions, which fall under the responsibility of the Regional Civil Service and Human Resource Development Agency of Jember Regency. The Department of Community and Village Empowerment does not have the mandate to regulate this matter. As a result, ambiguity arises when the department is not granted the authority to provide recommendations concerning staffing needs. For instance, in the case where the Head of the Village Governance Division at the Department of Community and Village Empowerment resigns, the matter falls under the authority of the regional government, in this case the Regent, who accepts the resignation and appoints a replacement. However, the status of the former head of division remains unclear, leading to uncertainty.” (Ani, Secretariat Staff of the Department of Community and Village Empowerment, Jember Regency, interviewed on February 25, 2019).*

Consequently, this condition may affect employee performance evaluations at the end of the year, particularly regarding who will be responsible for conducting the assessments, especially when the rank of the transferred personnel is higher than that of the newly appointed head of division. Such a case was encountered by the Secretariat, specifically the Subdivision of Human Resources, which was unable to take any action since this matter falls under the authority of the Regional Agency for Personnel and Human Resource Development of Jember Regency.

b) Authority Delegation refers to the technical guidelines concerning duties and functions in each division, as well as the distribution of work within the Department of Community and Village Empowerment of Jember Regency, which is structured into several divisions and subdivisions.

*“This is stipulated in Chapter III concerning the Description of Duties and Functions of the Department of Community and Village Empowerment of Jember Regency as stated in Regent Regulation Number 44 of 2016 on the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Department of Community and Village Empowerment of Jember Regency. The delegation of authority is*

The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory  
*related to the structuring and classification of positions based on existing ranks.*" (Ani, Secretariat Division of the Department of Community and Village Empowerment of Jember Regency, interviewed on 25/02/2019).

Based on the information provided by the informant, the delegation of authority within the Department of Community and Village Empowerment of Jember Regency has been implemented in accordance with the prevailing regulations. The classification of positions based on rank ensures that the delegation of authority in the department runs effectively and without significant issues.

c) Departmentalization refers to the grouping of tasks within an organization, which is intended to facilitate the division of work areas. This approach is designed to prevent overlapping responsibilities between one unit and another, thereby ensuring clarity, efficiency, and accountability in the implementation of organizational functions.

*"The Office represents a technical work domain with a broader scope of responsibilities, as it directly addresses issues in the field. Departmentalization of a unit will ease the workload of the office, as the focus will be directed toward tasks or authorities that have been delegated."* (Ani, Secretariat Division of the Office of Community and Village Empowerment of Jember Regency, interviewed on 25/02/2019).

Based on the informant's statement, departmentalization seeks to structure work divisions in a way that eases the workload of the office, since each unit operates according to the specific tasks or authority delegated to it. Consequently, every unit can optimize its performance by focusing on the responsibilities that fall within its mandate.

#### d. Span of Control

Span of control refers to the number of employees or subordinates that can be effectively supervised by a head of department or a manager at one time within an institution. It is understood as a managerial function, reflecting how the leader can manage subordinates by providing guidance and direction.

In the context of the Department of Community and Village Empowerment of Jember Regency, several critical issues must be taken into consideration in the organizational structuring process, including: 1) Weaknesses in human resources, 2) Performance relations, 3) Regulatory frameworks, and 4) Political factors.

## CONCLUSION

This study examines the structuring of regional apparatus organizations through the lens of Mintzberg's organizational theory, with a case study on the Office of Community and Village Empowerment of Jember Regency. The research addresses two main problems. First, how the drafting of Regent Regulation Number 44 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Office of Community and Village Empowerment of Jember Regency was carried out. Second, whether Regent Regulation Number 44 of 2016 substantively fulfills the principles of rational, proportional, effective, and efficient structuring of regional apparatus organizations when analyzed through Mintzberg's theoretical framework.

The findings indicate that the drafting of Regent Regulation Number 44 of 2016 regarding the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Office of Community and Village Empowerment of Jember Regency has not fully aligned with existing regulations. The primary challenge lies in the absence of a regional regulation that specifically provides guidelines for drafting regent regulations, whereas other regencies have such guidelines in place. Furthermore, substantively, Regent Regulation Number 44 of 2016 does not yet meet the principles of rationality, proportionality, effectiveness, and efficiency in organizational structuring as conceptualized by Mintzberg.

Mintzberg's theory emphasizes principles in designing organizations that adhere to rationality, proportionality, effectiveness, and efficiency. These principles include job specialization, which refers to the number of tasks assigned to a particular job and the degree of control workers have when performing multiple tasks.

## SUGGESTION

In relation to the findings of this study, one academic recommendation can be put forward: the Government of Jember Regency should promptly formulate a Regional Regulation that provides guidelines for the drafting of regent regulations, which would serve as a legal foundation for the preparation of such regulations. Beyond that, the government should not become entangled in non-substantial issues that risk diverting focus, thereby leaving the structuring of regional apparatus organizations without clear

The Structuring of Local Government Organizations in the Perspective of Henry Mintzberg's Theory resolution. Accordingly, this study recommends that, to achieve optimal organizational structuring of regional apparatus, the principles of rationality, proportionality, effectiveness, and efficiency as outlined by Mintzberg must be adhered to in a professional manner. Only by fulfilling these principles can the structuring of regional apparatus organizations be realized in an effective and efficient way.

## REFERENCES

Bahtiar. (2016). Menimbang Harapan Perbaikan Koordinasi Pembentukan Organisasi Perangkat Daerah. *Strengthening Local Communities Facing the Global Era* (p. 180). Jember: Fakultas Ilmu Sosial dan Ilmu Politik Universitas Muhammadiyah Jember.

Basyiruddin. (2015). Transformasi Organisasi Pemerintah Dari Era Orde Baru Ke Era Reformasi (Studi Kasus Dari Direktorat Sosial Politik Menjadi Badan Kesatuan Bangsa Dan Politik Pada Badan Kesatuan Bangsa Dan Politik). *e - Journal Ilmu Pemerintahan*, 1823.

Fauzan, D. &. (2017). *Metodologi Penelitian Kualitatif*. Jogjakarta: Ar Ruzz Media.

Handoko, T. H. (2008). *manajemen personalia dan sumber daya manusia*. Yogyakarta: BPFE Yogyakarta.

Karyana, H. d. (2012). *Laporan Penelitian Madya Bidang ILMU : Penataan Perangkat Daerah Kota Tangerang Selatan*. Tangerang Selatan: Universitas Terbuka.

Kholifah, E. (2016). Prostitusi Masih Tetap Ada : Studi Fenomenologis Ambiguitas Individu Birokrat Lapangan Dalam Implementasi Kebijakan. Jember: LPPM Universitas Muhammadiyah Jember Press.

Lijan Poltak Sinabela, dkk. (2016). *Reformasi Pelayanan Publik*. Jakarta: PT. Bumi Aksara.

Majalah Perencanaan Pembangunan. (2001, Edisi 24). Majalah Perencanaan Pembangunan. In M. P. Pembangunan.

Makmur. (2009). *Patologi Serta Terapannya Dalam Ilmu Administrasi dan Organisasi*. Bandung: PT Refika Aditama.

Mintzberg, H. (1993). *Structure in Fives : Designing Effective Organizations*. Englewood Cliffs, New Jersey : Prentice-Hall, inc. A Simon & Schuster Company.

Jurnal Politico Vol. 25 No. 1 March 2025  
Page: 91-116. ISSN: p: 1829-6696, e: 2549-4716  
Online journal web: <https://ejurnal.unmuhjember.ac.id/index.php/POLITICO/>  
Khoirul Anam, Bahtiar  
The Structuring of Local Government Organizations  
in the Perspective of Henry Mintzberg's Theory  
Moleong, L. J. (2018). *Metodologi Penelitian Kualitatif*. Bandung: PT Remaja  
Rosdakarya.

Prastowo, A. (2011). *Metode Penelitian Kualitatif dalam Perspektif Rencangan Penelitian*. Jogjakarta: Ar-Ruzz Media.

Priyono. (2007). *Pengantar Menejemen*. Sidoarjo: Zifatama Publisher.

Sedarmayanti. (2009). *Reformasi Administrasi Publik, Reformasi Birokrasi Dan Kepemimpinan Masa Depan (Mewujudkan Pelayanan Prima dan Kepemerintahan yang Baik)*. Bandung: PT Refika Aditama.

Suharto, D. G. (2016). *Membangun Kemandirian Desa (Perbandingan UU No. 5/1979, UU No. 22/1999, & UU No. 32/2004 Serta Perspektif UU No. 6 Tahun 2014)*. Yogyakarta: Pusta Pelajar.

#### **Sumber Lain :**

Undang – Undang Pemerintah Daerah Nomor. 23 Tahun 2014 Tentang Pemerintahan Daerah.

Peraturan Pemerintah Nomor 18 Tahun 2016 Tentang Perangkat Daerah

Peraturan Daerah Kabupaten Jember Nomor. 3 Tahun 2016 Tentang Pembentukan dan Sususnan Perangkat Daerah.

Peraturan Bupati Nomor. 44 Tahun 2016 Tentang Kedudukan, Susunan Organisasi, Tugas dan Fungsi Serta Tata Kerja Dinas Pemberdayaan Masyarakat dan Desa Kabupaten Jember.

#### **Sumber Media :**

<https://www.menpan.go.id/site/cerita-sukses-rb/transformasi-organisasi-pemerintahan-melalui-penataan-struktur-dan-pengembangan-badaya-kerja> (di akses pada Tanggal 5 Oktober 2018)

<http://surabaya.tribunnews.com/2018/10/01/bupati-jember-kembali-lakukan-rotasi-puluhan-pejabat?page=2> (di akses pada Tanggal 5 Oktober 2018)

<https://www.kompasiana.com/rudharjs/54f928caa3331178178b4694/urgensi-penataan-kelembagaan-di-lingkungan-pemerintah> (di akses pada Tanggal 5 Oktober 2018)

<https://news.detik.com/berita-jawa-timur/d-3629391/rapat-anggota-dewan-dengan-opd-jember-ricuh-kotak-kue-melayang> (di akses pada Tanggal 5 Oktober 2018)