

## Analysis of Institutional Structure of The Yogyakarta Special Regional Government

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### **Abstract**

*This study aims to analyze the institutional arrangement of the Government of the Special Region of Yogyakarta (DIY). DIY as one of the autonomous regions certainly has institutional features. Institution becomes the main foundation in carrying out regional development. Institutional harmonization becomes a very important factor for regional apparatus organizations in providing public services. This research uses descriptive qualitative and explorative research methods. The results of this study that the institutional arrangement of the DIY Government accommodates 3 (three) institutional components, namely potential capacity, carrying capacity, and absorptive capacity. The DIY local government institution at the same time put forward the realization of asymmetric decentralization, the regional government of DIY taking into account the form and composition of the original government shown by the existence of Parampara Praja and Paninradya Kaistimewan. The special features of the DIY local government have positive implications in maintaining the spirit of local wisdom held by the Kingdom of Yogyakarta.*

*Keywords: Institutional, Local Government, Asymmetric Decentralization*

## 1. Introduction

Structuring local government institutions is essentially done to ensure the creation of harmonization of local government organizational structures in order to guarantee public services. As stated in Law Number 23 of 2014 concerning Regional Government in article 399, it is explained that the Yogyakarta Special Region Government, hereinafter abbreviated as Pemda DIY, is one of the autonomous regions. Furthermore, in the Law, an autonomous region is defined as a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs and the interests of the local community according to their own initiative based on the aspirations of the people in the system of the Unitary State of the Republic of Indonesia. The legal basis is one of the foundations for the privilege of DIY. The privileges of DIY are also accommodated by Law Number 13 of 2012 concerning the Privileges of DIY. Article 7 of the Law states that DIY in matters of Privileges include: a). Procedures for filling in the positions, positions, duties, and authorities of the Governor and Deputy Governor; b). DIY Regional Government Institutions; c). Culture; d). Land; and e). Spatial.

This is in line with Baskoro and Sunaryo (2010: 72) who state that the Regional Government of DIY is a province that has special authority as regulated in Law Number 13 of 2012 concerning the Privileges of DIY. In order to guarantee the privileges of DIY according to its rights and origins, the government reaffirmed by issuing the Minister of Home Affairs Regulation (Permendagri) Number 8 of 2017 concerning the DIY Institutional Government. DIY Regional Government Institutions are held to realize the efficiency and effectiveness of government administration to public services.

There are several studies that are related to the topic of institutional arrangement as will be carried out by the author, including the following: First, Rasyid Thaha (2009) conducted research on the institutional arrangement of local government. In his research, Rasyid identified the factors that influence local government institutional arrangements. The result is that bureaucratic restructuring is still very relevant to be carried out by local governments in order to create good governance. Several influencing factors, including: the provision of legal certainty in order to create harmonization of government, the creation of transparency and accountability by implementing open management as a form of moral responsibility. Several factors that influence the realization of good governance become the author's reference. This paper is one of the authors' main references in analyzing the institutional arrangement of the DIY Local Government.

Second, Annafie and Nurmandi (2016) conducted research focusing on the cultural values of DIY in relation to special autonomy institutions. The results show that one of them in the DIY Regional Government always adopts local culture, namely the hamemayu hayuningbawana culture which is compiled in the culture of the SATRIYA government. This research is located in the same area in DIY. However, it is different from the research that will be carried out by the author, if previously it only discussed cultural values, this research will be broader. Third, Rauf (2017) explains in the results of the study that there has been a change in the position of the kelurahan to become a sub-district apparatus, which has implications for; 1). Changes in the working relationship system between the Lurah and the Camat, 2). Urban village organizational structure, 3). The pattern of fostering village institutions, 4). Lurah Accountability System, and 5). Village Budget System. This research can be used as a reference for the authors to analyze the implications of changes in the position of an institution.

Fourth, Aromatica, et al (2018) research results in analyzing Nagari government institutions where an institutional design for Nagari Government is built on the basis of values, traditional norms so that Nagari Government is adapted to the characteristics of indigenous peoples. The way the researcher came to a conclusion that there were no real implications regarding the issuance of Law Number 6 of 2014 on the Nagari government, became a picture for researchers to be more comprehensive in viewing the documentation of related regulations. Toimsar, et al (2018) research results show that there are factors that influence the implementation of bureaucratic reform through institutional arrangements at the Kendari City Regional Secretariat, including: a). The effectiveness and efficiency of the OPD (Regional Apparatus Organization) structure, b). The process of delegating authority to the apparatus in accordance with the principle of span of control/chain of command, and c). The culture of the

Kendari City Regional Secretariat is a democratic culture, a professional culture, and a responsive culture. This research has the same topic, namely institutional arrangement. Later it will be used as a reference in seeing the effectiveness and efficiency of the OPD structure. The difference is that the writer in the research will examine it thoroughly, especially with regard to general government institutions.

There has not been any research that specifically analyzes the institutional arrangement, especially the DIY Regional Government. The specialty of DIY which still has close links with the Sultanate of Yogyakarta in the administration of government is the main reason for the author to analyze the institutional arrangement of the DIY Regional Government. Specifically, the formulation of the problem in the research is "How is the institutional arrangement of the DIY Regional Government?"

## 2. Research Method

This study uses an exploratory qualitative research method. Explorative research focuses on efforts to explore the causes of a phenomenon (Arikunto, 2010). In the study, the privileged status of DIY became the reason for the peculiarity of the institutional arrangement of the DIY local government. The researcher tries to explore the causes of the peculiarities of the DIY institutional arrangement. Furthermore, primary data collection has been carried out through interviews with 2 (two) officials of the DIY Regional Government Organization Bureau, namely TS and LS, as well as a review of policy documents related to the DIY Regional Government institutional arrangement, while secondary data was obtained through a literature review of previous research related to the specialties of the DIY Regional Government. The data will be reduced and presented as a data analysis, and in the final stage conclusions will be drawn.

## 3. Findings

### 3.1. DIY Local Government Institutional Arrangement Ideas

Based on the results of the exploration of primary data on the institutional arrangement of the Regional Government of DIY, the main background is 2 (two) things as follows: 1). The transfer of some authority from the Center to the Province and vice versa, from the Province to the Regency/City and vice versa. As described in the Appendix of Law Number 23 of 2014 concerning Regional Government, the main issues relating to Concurrent Government Affairs are: 1). Mandatory Government Affairs (related/not related to Basic Services), and 2). Preferred Government Affairs; and 2). Duties and functions overlap in the structure, so that institutional arrangements are needed in accordance with the desired development performance in order to realize the vision, mission, goals and development goals of the DIY Regional Government as stated in the 2017-2022 DIY RPJMD draft. (TS Interview Results, February 16, 2020)

This background becomes the basis for the DIY Regional Government in carrying out institutional arrangements. The institutional arrangement is carried out in order to carry out the arrangement of the Regional Apparatus Organization, the DIY Regional Government institutions must be in line with the development performance architecture to realize the vision, mission, goals and objectives of DIY development as stated in the 2017-2022 DIY RPJMD draft. The new institutional structure must be in synergy with the vision, mission and objectives of the DIY development goals so that the DIY development as a whole can be successful and achieve its objectives. In the future, the establishment of DIY Regional Government institutions must be able to realize: a). Democratic governance; b). Welfare, community peace; c). Governance and social order that guarantees Unity in Diversity within the framework of the Unitary State of the Republic of Indonesia; d). Good governance, and e). Institutionalize the roles and responsibilities of the Sultanate and Duchy in maintaining and developing the culture of Yogyakarta which is the nation's cultural heritage. Meanwhile, in the Special Regional Regulation (PERDAIS) of DIY Number 1 of 2018 concerning the Institutions of the Regional Government of DIY in Article 2, it is emphasized that the institutional arrangement of the Regional Government of DIY is based on the following principles: a). Government effectiveness; b). Efficiency; c). Benefit; d). Accountability; e).

Openness; f). Participation; and g). Utilization of local wisdom.

The institutional arrangement of the DIY Regional Government is carried out based on the principle of rational, proportional, effective, and efficient arrangement of Regional Apparatus Organizations, the formation of Regional Apparatuses must have the right function and size by streamlining the structure without reducing the effectiveness and productivity of the OPD itself (downsizing). and based on proper grouping by taking into account the complete division of tasks, span of control, clear work procedures, flexibility, intensity of government affairs and regional potential as well as government affairs that are under regional authority (rightgrouping). (TS Interview Results, February 16, 2020)

### **3.2. General Policy of DIY Local Government Institutional Arrangement**

As the idea above, the DIY Regional Government carries out institutional arrangement by considering several things, the author relates the general policy of the DIY Regional Government institutional arrangement with the institutional components according to Purwaka (2018) as follows: 1). Law Number 13 of 2012 concerning the Privileges of DIY has concretely ordered that further regulation of the privileges of DIY (including institutions) will be regulated in the Special Region of Yogyakarta Regulation (Perdais) Number 1 of 2018 concerning the Institutions of the DIY Regional Government. Furthermore, the mandate of Law Number 23 of 2014 concerning Regional Government has been amended by Law Number 9 of 2015 to adjust the institutional form according to the authority and affairs set. The existence of the Law to the Regional Regulation is a manifestation of the potential capacity of the DIY Regional Government's institutional capacity. 2). The establishment of regional apparatus institutions is carried out to carry out concurrent government affairs and special powers in an integrated manner. The institutional privileges of the Special Region of Yogyakarta have legal consequences for changes in the administration of government affairs by the DIY Regional Government. 3). Institutional formation must be in accordance with the architecture of development performance in realizing the vision, mission, goals and objectives of DIY development as stated in the 2017-2022 DIY RPJMD draft. The new institutional structure must be in synergy with the vision, mission and objectives of the DIY development goals so that the DIY development as a whole can be successful and achieve its objectives. The general policy points 2 and 3 show the carrying capacity of the DIY local government institutions. 4). Institutional arrangement is carried out by taking into account the form and structure of the original government of the Special Region of Yogyakarta. Therefore, the DIY Regional Government institutions need to accommodate the names of the institutional nomenclature with local names in addition to the names according to the laws and regulations. This shows that the Regional Government of DIY is trying to fulfill the component of the capacity (absorbitive capacity) in its institutional characteristics.

Further, the institutional arrangement of the Regional Government of DIY based on the Special Regional Regulation (Perdais) of DIY Number 1 of 2018 concerning Institutions of the Regional Government of DIY is regulated as follows: 1). Elements of the Governor's support staff who carry out the functions of policy formulation, coordination and administrative service functions as well as other supporting functions have been accommodated at the Regional Secretariat consisting of Assistants and Bureaus; 2). Elements of support staff for DPRD duties are accommodated in the DPRD Secretariat; 3). Elements related to carrying out the supervisory function will be accommodated at the Regional Inspectorate; 4). Elements of the Governor's support staff who carry out the functions of policy formulation, coordination and administrative service functions as well as other supporting functions related to privilege matters are accommodated in Pani Radya Kaistimewan; 5). The implementing element of Government Affairs which is the regional authority is accommodated in the form of the Office; 6). Supporting elements that carry out functions of a strategic nature to support the implementation of government affairs under regional authority are accommodated in the form of a Agency; 7). The element that functions to provide considerations and suggestions to the Governor in implementing the government is accommodated by Expert Staff and Parampara Praja; 8). Regulating institutions in the Regency/City related to Kapanewon/Kemantren and

Kalurahan (giving a mandate to the Regency/City to follow up with Regency/City Regional Regulations).

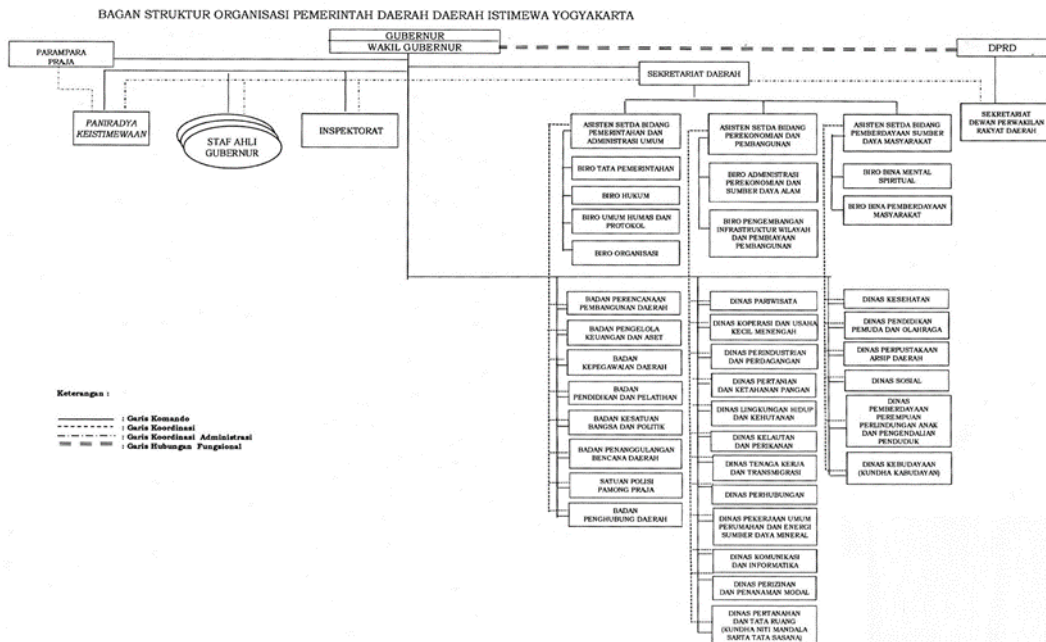


Figure 1.  
Organizational Structure of the Special Region of Yogyakarta

As shown in Figure 1, the organizational structure of the DIY Regional Government shows that one of them is 1 (one) institution which broadly functions to bridge the interests of the DIY Regional Government and the Yogyakarta Sultanate, namely Parampara Praja. Parampara Praja is tasked with providing considerations, suggestions, and opinions to the Governor in the context of administering privileges affairs. The existence of Parampara Praja is regulated in DIY Governor Regulation Number 83 of 2018 concerning Parampara Praja. (TS Interview Results, February 16, 2020)

Besides that, there is also 1 (one) position namely Paninradya Kaistimewaan which is not owned by other regional governments in Indonesia. Paninradya Kaistimewaan is tasked with assisting the Governor in formulating policies on privilege matters and coordinating administrative matters for privileges. The existence of the Paninradya Kaistimewan has been regulated in the Special Regional Regulation (Perdais) of DIY Number 1 of 2018 concerning the Institutions of the DIY Regional Government.

The exploration above also confirms that the DIY local government's institutional arrangement is asymmetrical. The embodiment of asymmetrical institutions is that the DIY Regional Government institutions pay attention to the form to the original government structure. Asymmetric decentralization as explained by Ratna Dewi and Eko Nuriyatman (2017) places more emphasis on privileges, elements of regional diversity, to the realization of indigenous peoples' units and their traditional rights. The development of asymmetric decentralization in the Yogyakarta Regional Government is further regulated in Law Number 13 of 2012 concerning the Privileges of DIY in Article 30 paragraph (1) Asymmetrical institutional arrangements are important for the characteristics of DIY, where consideration of the existence of the Yogyakarta Sultanate still exists and needs to be accommodated in the context of government institutions area.

#### 4. Conclusion

Based on the results of data analysis, it can be concluded that the institutional arrangement of the DIY Regional Government accommodates 3 (three) institutional components, namely

potential capacity, carrying capacity, and carrying capacity. The DIY Regional Government Institutions at the same time prioritize the realization of asymmetric decentralization, the DIY Regional Government institutions pay attention to the original form and structure of the government as indicated by the presence of Parampara Praja and Paninradya Kaistimewan. The institutional privileges of the DIY Regional Government have positive implications in order to maintain the dignity of local wisdom which is firmly held by the Yogyakarta Sultanate.

In relation to institutional arrangements, local governments in Indonesia need to prioritize local wisdom. Institutions are formed in order to achieve regional development goals. The achievement of regional development is very dependent on the ability of each region to carry out the functions of each institution, both formal and non-formal. The existence of these formal and non-formal institutions needs to be synchronized to create harmonization of local governments in order to achieve regional development goals.

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