

## District Institutional Arrangement in Improving Public Services in Jayapura City

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### Abstract

*This research aims to determine the District's Institutional Arrangement for Improving Public Services in Jayapura City. This research is descriptive analytical research with qualitative analysis methods. This research is called descriptive research because it attempts to explain the phenomenon of the institutional arrangement of the district government using the triangulation method. The unit of analysis for this research is the district government institution in Jayapura City. There are several data collection techniques used in this research, namely: 1) Primary data obtained using interview techniques and 2) Secondary data obtained through searching various documents, literature, and research results that are relevant to the research objectives. Analysis of the data obtained through the questionnaire was analyzed using simple statistics (table %). Qualitative data obtained through interviews and limited observations were analyzed using qualitative methods. The results of this research show that the District Government's strategic policies in Jayapura City are not in harmony with the existing organizational structure design, where strategic policies that should support Jayapura City are not well accommodated in the district's organizational structure. This organizational design is more adapted to changes in regulations from the Central Government, and not to the interests of the district.*

**Keywords:** *Institutional Arrangement, Improvement of Public Services, Government Institutions, Competence, Human Resources.*

## INTRODUCTION

Since the issuance of Law No. 1 of 2001 concerning Special Autonomy for Papua Province, there has been a message about changing the institutional structure of government at the District level to become a District. During the enactment of the Special Autonomy Law, improvements to District institutions had never been carried out. With the issuance of Law No.2 of 2021 concerning the Second Amendment to Law No. 21 of 2001 concerning Special Autonomy for the Province of Papua which is further elaborated in Government Regulation No. 106 of 2021 concerning Authority and Institutions for the Implementation of the Special Autonomy Policy for Papua Province, regulates content material regarding district government institutions.

Since the enactment of Law Number 1 of 2001 concerning Special Autonomy (UU Special Autonomy) for Papua Province, there has been a message to make changes to the institutional structure of government at the district level. This law aims to give greater authority to Papua Province in managing its region, with the hope of improving community welfare and development in the region, even though the Special Autonomy Law has been in effect for more than two decades, efforts to improve institutions at the district level still appear to have not been fully implemented (Alshamrani & Alkenawi, 2021).

Various obstacles and challenges hinder efforts to improve institutions at the district level during the implementation of the Special Autonomy Law. Several inhibiting factors include a lack of trained human resources, budget limitations, and ineffective coordination between the central government and regional governments (Sofyani et al., 2020), the institutional structure at the district level has not been able to function optimally, which has an impact on the effectiveness of implementing special autonomy in Papua.

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To overcome these various problems, the government then issued Law Number 2 of 2021 concerning the Second Amendment to Law Number 21 of 2001 concerning Special Autonomy for the Province of Papua. It is hoped that this law will be a solution to improve government institutions at the district level. These changes include adjustments to several important aspects, including increasing district authority and more adequate budget allocation to support institutional operations. This law was then clarified through Government Regulation Number 106 of 2021 concerning the Authority and Institutions for Implementing the Special Autonomy Policy for Papua Province. This regulation specifically regulates district government institutions and provides clearer guidance and framework for regional governments in carrying out their duties and obligations, and it is hoped that each district in Papua can develop its institutions in a more structured and systematic manner (Egeberg & Trondal, 2020; Eriksson et al., 2020; Furqan et al., 2020).

Through these improvement steps, it is hoped that there will be a strengthening of the institutional structure at the district level which can support the implementation of special autonomy more effectively and efficiently (Akhtari et al., 2022; Ferlie & Ongaro, 2022; Lapuente & Van de Walle, 2020). Papua Province can take full advantage of the potential of special autonomy to improve community welfare, accelerate development, and overcome various social and economic problems which have been the main obstacles. This institutional improvement effort is one of the keys to success in realizing the big goals of the Special Autonomy Law, namely creating a more advanced, just and prosperous Papua. In PP 106, district government arrangements are clearly regulated, namely regulated in Article 26, namely regulating increasing government capacity, delegating some authority for matters related to public services accompanied by support from human resources, funding and financing by taking into account geographical conditions, effectiveness of public services and range. control of services, formation of organizational structures and government work procedures and strengthening of district government.

The institutional design of the District Government in Jayapura City has been carried out, but there are still a number of obstacles in dealing with conditions after the issuance of Law No. 2 of 2021 and PP 106 of 2021, namely: what are the strategic policies and types of authority of the District Government? How does HR support the apparatus in carrying out public service duties? And what is the organizational structure of the District government to support the implementation of public service tasks? Government Regulation Number 106 of 2021 regulates district government arrangements, especially in Article 26. This article outlines increasing government capacity by delegating some authority for matters related to public services accompanied by support from human resources, funding and financing. This arrangement takes into account geographical conditions, the effectiveness of public services, and the span of control of services, and includes the formation of organizational structures and government work procedures as well as strengthening district governments (Modisakeng et al., 2020; Wisnumurti et al., 2020).

Even though the institutional design of the District Government in Jayapura City has been carried out, several obstacles are still faced in dealing with conditions after the issuance of Law Number 2 of 2021 and Government Regulation Number 106 of 2021. One of the main obstacles is determining strategic policies and the type of authority that will be implemented by the District Government, this strategic policy must be formulated by considering various aspects, including local needs and the district's ability to manage this authority effectively.

Supporting human resources (HR) for officials in carrying out public service duties is also a big challenge. Adequate quality and quantity of human resources are very important to ensure that the delegation of authority can run well (AlNuaimi et al., 2022; Sun & Razzaq, 2022). Training and capacity building for government officials is a top priority to increase their competence in providing effective and efficient public services. The government must ensure that human resources at the district level have the skills and knowledge necessary to carry out their duties well. Another challenge is the form of district government organizational structure which must be able to support the implementation of public service tasks. An effective organizational structure must be structured in such a way that it can support coordination between units and increase responsiveness to community needs (Mesfin et al., 2020; Purnomo et al., 2020). The arrangement of this organizational structure must take into account various factors, including workload, task complexity, and the varying public service

needs in each district, with the right structure, it is hoped that the implementation of public service duties can be carried out more optimally (Bel & Sebo, 2021; Dick-Sagoe, 2020; Hakim, 2021).

Implementation of Law No. 2 of 2021 and PP No. 106 of 2021 requires synergistic efforts between various parties to overcome existing obstacles. Strong commitment from central and regional governments is needed, as well as active participation from the community to support this process. In this way, the main goal of special autonomy, namely improving the welfare of the Papuan people through better public services, can be achieved more quickly and effectively. Changes in District government organizational units after Law No. 2 of 2021 and PP 106 of 2021, to have an impact on improving public service performance, must initially be based on District strategic policies. Changes in organizational units providing public services must be oriented as a forum for the vision and mission contained in the District's strategic policies. The District government apparatus organization is a forum or tool for providing public services for the development of the District. If the arrangement of District government organizational units is based on District strategic policy considerations, then changes to the District government organizational structure are believed to have a positive impact on improving the performance of public services at the District level.

## **LITERATURE REVIEW**

### **Organizational Structure**

The institution of an organization can be analyzed from its organizational structure. Organizational structure is a formal system of rules and tasks and authority relationships that control how people work together and use resources to achieve organizational goals. Government institutions are categorized as public organizations, which have the characteristics of an organization with a formal structure as stated by Jones, and have formal public goals as determined in their formation, namely in the state constitution. The structure according to Daft (1992) is reflected in the organizational chart, an organization chart is a real representation of all the main activities and processes in an organization (Madan & Ashok, 2023; Talitha et al., 2020).

Organizational design seen in terms of organizational form can be broadly classified into three organizational forms. First, is mechanical organization. Second, is organic organization. Third, matrix organizations with their respective characteristics (Cai et al., 2022; Kim et al., 2022). The choice of one form of organization is largely determined by the goals, type of activity, and environment of the organization. An organization that is designed appropriately based on objectives, type of activity and environment will have an impact on the existence of the organization concerned. Therefore, changes in organizational structure can mean changes in the power structure, it can also mean institutional strengthening (Gil-Garcia & Flores-Zúñiga, 2020; Ranerup & Henriksen, 2022).

Designing an organization requires paying attention to what tasks and functions will be carried out. Organizational design is a process that is concerned with how organizational activities are structured or poured into a form of structure, to help managers to achieve goals efficiently and effectively. Important aspects that need to be developed in organizational structure design are a) hierarchy of organizational goals; b) the concept of division of labour; and c) the Coordination and control system (Lupo & Carnevali, 2022; Zhang, 2021).

### **Government to Governance**

Governance is understood as all forms of power relations that intersect with public affairs issues, identifying public affairs can be seen from the implications and nature of externalities. In terms of implications, something can be categorized as a public matter when it has consequences for other people or the wider community (Clarke, 2020; Dlamini et al., 2021). As an illustration, when someone cuts down a tree in their yard, it is a private matter, if the rubble from fallen trees falls on electricity and telephone cables or covers roads, then this has become a public matter because it has consequences for other people and the wider community. Public affairs can also be identified from the nature of their externalities. In this case, public affairs cannot be made private, or handed over to individuals to manage. Solving the problem of air pollution, for example, cannot be solved by individuals, but must be managed as a public matter (Di Vaio et al., 2022; Smith & Hensher, 2020).

Governance is thus placed as an arena where power relations related to public affairs take place. More clearly, how power relations occur in each arena (state, market and society) and also how power relations between the

three arenas occur in the contestation of public affairs (Kamugisha & Mwakasangula, 2022; Retnandari, 2022). The state, for example, is no longer understood as a state as such, but rather as an arena of contestation where public affairs take place. Government studies that focus on public affairs issues are therefore within a dynamic, multi-dimensional, multi-arena and multi-level framework (Audretsch et al., 2021; Kuziemski & Misuraca, 2020).

A shift in the paradigm of public organizations from the state paradigm to the market paradigm is believed to be able to revive the image of government organizations which had previously fallen. This shift in organizational paradigm is also the great hope of many countries so that government organizations can exist amid large, uncertain waves of change (Beschel & Yousef, 2020; Tan et al., 2022). This paradigm shift is also an effort to adapt to changes in the organizational environment that occur.

Government reform also involves renewal in the field of the civil service system as a whole. The government organization reformers wanted to place government employees with high qualifications and expertise. They also expect government employees to have professionalism in administrative work. Elements of the reforms carried out involve performance evaluation based on a merit system, which rewards those who excel and punishes those who do not; open and fair competition in recruitment and promotion, which selects, appoints and places employees with fair choice and selection; education and training, which is carried out to enrich knowledge and skills; and job rotation, which can provide valuable experience for employees in responding to various work situations (Bousdekis & Kardaras, 2020; Zou, 2024).

## **Institutional Design**

Designing an organization that consistently has high performance requires a fairly good understanding of the environmental conditions in which the organization operates. In this way, an organizational design that fits the internal conditions of the organization and the external conditions of the organization is an absolute must. In an organizational theory perspective, it is stated that designing a fit organization must at least be able to select and manage various aspects including structure, culture and technology so that the organization can control the activities needed to achieve organizational goals (Davis & Rhodes, 2020; Park, 2022). While (Wahyudi et al., 2020) state that if local government organizations want to be effective, then in the context of organizational and management change, changes can be made to several aspects including strategy, structure and processes on the one hand, and culture, power and interests on the other hand.

(Dutta & Fischer, 2021) stated that to design an effective organization it is necessary to refer to the organizational design framework. Galbraith called the organizational design framework "the star model". The Star Model is a framework for influencing employee behaviour through a "set of design policies" that can be controlled by management. Strategy determines the goals and objectives, values and mission, as well as the "basic direction of the company". In the star model, it is stated that in designing an effective organization there are 5 (five) interrelated categories, namely strategy, structure, process, reward and people, as in the following picture:



**Figure 1.** Star Model

Based on the image of "the star model" proposed by Galbraith (2002), it can be explained that in organizational design there are 5 (five) categories that are interrelated to produce a rational organizational design. Apparatus HR Competency is the ability and skills of government employees to carry out their duties effectively and efficiently. This includes education and training attended, work experience gained technical skills, and managerial abilities. Apart from that, this competency also includes soft skills such as communication, teamwork, negotiation and leadership, as well as high commitment and integrity. Good competencies ensure quality public services, meet community needs and support the achievement of government organizational goals.

## Method

This research is a descriptive-analytical research with qualitative analysis methods. This research is called descriptive research because it attempts to explain the phenomenon of the institutional arrangement of the District government using the triangulation method. The unit of analysis for this research is the District government institution in Jayapura City, with the following considerations: first, the decentralization of authority from the centre in implementing autonomy is only at the Regency/City level, while the decentralization of authority from the Regency/City to District has not received attention. Districts were selected based on the characteristics of being close to the centre of the capital and those far from the capital. The next step is to select key informants using a purposive sampling technique. Then key informants were selected from city and district-level officials. Key informants at the city level consist of the City Secretary, Assistant for Government Affairs, Head of Government Section, Head of Organization and Management Section. District Level Officials, namely the District Head, Head of Government Section, Head of Development Section, and Head of Social Welfare Section. There are several data collection techniques used in this research, namely: 1) Primary data obtained using interview techniques, conducted with selected informants. Likewise, limited observation is used to obtain an in-depth understanding of the phenomenon that is the focus of the research; and 2) Secondary data was obtained through searching various documents, literature, research results relevant to the research objectives, news in the mass media, and government documents. Analysis of the data obtained through the questionnaire was analyzed using simple statistics (table %). Qualitative data obtained through interviews and limited observations were analyzed using qualitative methods through the following stages (a) compiling the units of all data collected from interviews, FGDs, and limited observations. This process reduces data that is less relevant to the research objectives, compiles data abstraction and categorization, (b) arranges relationships between categories, and then interprets the meaning of each category relationship, (c) interpretation and conclusions.

## RESULT AND DISCUSSION

To produce greater effectiveness and efficiency of institutional or organizational tasks and functions, an organizational or institutional design is created. Therefore, several important stages are required, namely

understanding the development of the organization's external environment, preparing the organization's vision and mission which is oriented towards achieving organizational goals in the future, preparing a structure based on the existing vision, and placing employees in positions by the competencies required by the position. The following will describe aspects related to the organization's strategic policies, organization of tasks, and competency of HR apparatus owned by the organization, as in the following description:

**Policy Strategies**

In the description of this strategic policy, several things are described including the vision, mission, objectives, and organizational work program as well as the main tasks and functions (Tupoksi) of the organization. The organization's strategic policies can be seen in the Mayor of Jayapura Regulation Number 33 of 2016 concerning Position, Organizational Structure, Duties and Functions and District Work Procedures as a reference for determining the size of the organization, the number of employees required for each work unit in the organization.

**Table 1. Percentage of Respondents' Assessments in 2 Sample Districts Regarding Vision and Mission**

No	District	Evaluation		Total
		Yes	No	
1	Muara Tami District	9	0	9
2	Abepura District	9	0	9
Total %		100%	100%	0

Source: Processed Questionnaire Results, 2023

According to the assessment of respondents in 1 sample district, in general (100%) respondents said that the District government had a vision and mission which became the basis for preparing development programs at the District level. Whether the vision and mission are related to the District structure design in the 2 sample Districts can be seen in the following table:

**Table 2. Percentage of Respondents' Assessments in 3 Sample Districts Regarding the Relationship between Vision, Mission and District Organizational Structure**

No	District	Evaluation		Total
		Yes	Yes	
1	Muara Tami District	9	0	9
2	Abepura District	9	0	9
Total %		100%	0	18

Source: Processed Questionnaire Results, 2023

Based on the results of the questionnaire in Table 2 above, all (100%) respondents considered that there was compatibility between the vision and mission and the structural design of District government institutions. This assessment is based on the fact that the vision and mission of the 2 sample districts is to support the realization of Jayapura City as a city of faith, independence based on local wisdom. The realization of independent, modern development based on local wisdom is embodied in an organizational structure which contains 5 sections as program implementers at the District level.

This is in line with the results of interviews with informants who said that the District government has a vision and mission, but they do not understand the process of formulating the vision and mission. The formulation of the vision and mission takes into account internal environmental factors and developments in the organization's external environment. This technique for formulating an organizational vision is carried out by means of discussions involving all internal elements of the organization and other stakeholders. A good vision formulation provides clear direction and strategy, namely: 1) Able to act as glue and unite various strategic ideas contained in the organization; 2) Have an orientation towards the future, so that all levels must play a role in defining and shaping the future of the organization; 3) Able to foster an organizational environment; and 4) Able to establish continuity of organizational leadership.

The vision and mission of Jayapura City is then used as a reference for compiling the District's vision and mission. The vision and mission of Muara Tami District is: BRANI (Clean, Neat, Safe, Comfortable, Beautiful). Meanwhile, the mission being developed is: 1) Creating a clean, neat, safe, comfortable and beautiful village

environment; 2) Creating a public service climate that is fast, easy and standardized; 3) Carry out guidance on government administration, implementation of development and development of social life; 4) Creating a climate of ethnic and religious diversity in bonds of togetherness and tolerance; and 5) Realizing Abepura as a Community Economic Development area. In formulating a good organizational vision, according to management experts, it should be done through a mechanism that involves stakeholders. This is intended to produce a vision formulation which is a shared vision. The vision and mission of the organization referred to in this description is the vision and mission of the District institution.

### Main Duties and Functions of the District

Based on Jayapura City Regional Regulation Number 14 of 2008 concerning District Organization and Work Procedures, it can be said that the District has the main task of carrying out the government authority delegated by the mayor to carry out some regional autonomy affairs. Article 3 states that the District's task is to lead the administration of government, implement development and foster community life within the District area. Meanwhile, Article 4 states that the District functions: 1) Coordinating Community Empowerment activities; 2) Coordinating efforts to maintain peace and public order; 3) Coordinating the Implementation and Enforcement of Jayapura City Regional Regulations; 4) Coordinating Maintenance of Public Infrastructure and Facilities; 5) Coordinating the Implementation of Government Activities at the District Level; 6) Development of Village and/or Subdistrict Government Administration; 7) Implementation of Community Services which are within the scope of their duties and/or which cannot yet be implemented by the Village/District Government; 8) Preparation of programs and steps for administrative and administrative development activities; and 9) Implementation of other tasks assigned by the Leadership. The description of the main tasks and functions of Districts in Regional Regulation Number 14 of 2008 concerning District Organization and Work Procedures is uniform and does not take into account the characteristics of Districts, this is because District government affairs in Government Regulations concerning Districts are uniform for Districts in Indonesia, including Districts in Papua.

### District Institutional Structure Design

District Institutional Structure Design is used to organize government governance at the district level effectively and efficiently. This structure aims to ensure that each district government unit and function can operate optimally, support the implementation of strategic policies, and improve public services. With the right design, the district institutional structure can improve coordination between units, maximize the use of human and financial resources, and ensure that services to the community are carried out quickly and on target. The percentage of respondents' assessments is presented in the following table:

**Table 3. Percentage of Respondents' Assessments in 2 Sample Districts on the Reference Basis for Establishing District Organizational Structures**

No	District	Respondent Assessment				Total
		A	B	C	D	
1	Muara Tami District	0	9	0	0	9
2	Abepura District	0	9	0	0	9
	Total	0	18	0	0	18
	<b>Total %</b>					<b>100%</b>

Source: Processed Questionnaire Results, 2023

Information:

Based on authority

Based on Regional Regulations

Based on the organization's vision

Others

From Table 3, it appears that the percentage of respondents who considered that as a reference in preparing the District's organizational structure were the main tasks and functions (100%), namely guided by City

Regulation No. 14 of 2008. The basis for forming the organizational structure is based on the results of interviews which state that the main basis for forming the organizational structure of the District Office is Government Regulation (PP 17 of 2018) which regulates nomenclature, titles and size of the organization.

This fact does not support the theory put forward by Galbraith (1977) which states that organizational structure design must be in harmony with the organization's strategic policies. This difference is caused by several factors, namely: a) First, the organizational structure design carried out by the Jayapura City Government is only legalistic in orientation (central government policy in the form of PP or other legal regulations at the regional level based on the Minister of Home Affairs Regulation which regulates regional government institutions), because if Deviating from these provisions will receive sanctions in the form of deletion/revision of the proposed Regional Regulations of regional apparatus organizations; b) Second, there is a tendency that the formulation of the organization's vision and mission is only a formal requirement contained in the preparation of the Renstra (strategic plan) of Regional Government Agencies; and c) Third, the limited ability of agency leaders to translate the vision, needs and potential of the region into the organizational structure that is being formed.

The District organizational structure in Jayapura City consists of the District Head, Secretariat (District Secretary who oversees 2 Subdivisions: General and Personnel Subdivision, and Finance and Reporting Subdivision), Government Section, Public Peace and Order Section, Community Empowerment Section, Social Welfare Section, and General Services Section. The design of the District government's organizational structure, according to the results of interviews with informants, generally stated that the design of the organizational structure is related to the vision and tasks of each District. This connection can be seen, among other things, that each District has a unit that manages environmental aspects (Cooperation of all Sections) as an elaboration of the vision of realizing sustainable development. Judging from the characteristics of the District, it seems that the structural design has not been incorporated into the existing District structure, so it is still uniform. This is not in line with the opinion of the informant who said that the District as an SKPD (Regional Work Unit) should have its structural design reflect the characteristics of the District as a forum for administering government at the District level.

The organizational structure of the district government in Jayapura City still seems relatively slim, when compared to the workload that must be carried out every day. The structure consists of the Head of the District Secretariat, 2 Sub-Divisions and 5 Sections. The District Head functions as the highest leader (the strategic apex), the Section functions as the service operational implementer (the operating core), and the Secretariat functions as supporting staff (the Support Staff) in carrying out the duties of other units in the organization. Based on this structure, no unit functions to carry out standardization (techno-structure) like other SKPD organizational structures within the scope of the Jayapura City Government. From the design of the District's organizational structure that currently exists, it can be seen in terms of the existing workload, with the number of existing employees according to respondents, the number of employees is much greater when compared to the existing workload at the District level.

**Table 4. Percentage of Respondents' Assessments in 2 Sample Districts on Comparison of workload with number of employees**

No	District	Evaluation			Total N
		A	B	C	
1	Muara Tami District	0	9	0	9
2	Abepura District	0	0	9	9
	Total	0	9	9	18
	<b>Total %</b>		<b>50%</b>	<b>50%</b>	<b>100%</b>

Source: Processed Questionnaire Results, 2023

### Information

The number of employees is smaller compared to the workload

The number of employees is greater than the workload



The number of employees is balanced with the workload

Based on Table 4 above, it can be seen that the largest percentage of respondents (50%) assessed that the number of employees was greater, when compared to the existing workload, the majority said the number of employees was smaller than the existing workload (0%), and those who said there were balance between workload and number of employees is (50%). This condition occurred in 2 sample districts, namely Abepura District and Muara Tami District.

Based on the data presented above, the author concludes that the institutional structure design of the District in Jayapura City does not yet reflect all the organizational elements as proposed by Mintzberg (1983), because of the 5 elements proposed by Mintzberg, in the design of the District organizational structure there are only 4 elements. Meanwhile, the techno-structure element (work standardization function) is not yet available. Apart from that, the District structure design generally only refers to Government policy (PP). Although overall each District has a vision and mission, in reality the vision and mission have not become the main reference in the design of the organizational structure of each District (as SKPD) in Jayapura City.

### District Authority

What is meant by decentralization of authority is the delegation of authority from top to bottom according to organizational level/hierarchy. The urgency of delegating authority in organizations considering the limited ability and time of leaders, as well as to speed up decision making. In relation to public services, delegation of authority to levels or work units that are directly related to the community is very important as an effort to speed up the public service process.

Based on data obtained in the field, it can be stated that to speed up services to the community at the District level, the Mayor of Jayapura delegates his authority to the District, through Jayapura Mayor Regulation Number 35 of 2019 concerning Delegation of Mayoral Authority to the District, which is within the scope of the Jayapura City Government. The Mayor's Regulation states that to speed up public services at the District level, the Mayor delegates some of his authority to the District.

The issuance of the Mayor's Regulation can be a measure that the Jayapura City Government has made changes to improve the public service process in a better direction. The implication of this policy is increased community participation in managing various types of recommendations without going through brokers or intermediaries. Based on Mayor Regulation no. 35 of 2019, the number and types of Mayoral authority delegated to Districts within the scope of Jayapura City include several areas which are further detailed into various types of authority, namely the government and land sector, the economic and development sector, the health and education sector, the social and welfare sector people.

**Table 5. Percentage of Muara Tami District Respondents' Assessments regarding the Implementation of Authority in the Economic and Development Sector**

No.	Authority	Evaluation	
		Yes	No
1	Management of city cleanliness and decoration		
2	Supervision of road signs, closure permits and dispensations for environmental roads		•
3	Maintenance of the sub-district office, sub-district head's house, sub-district head office		
4	Environmental scale road and bridge maintenance		
5	IMB Recommendation for Residential House Type 45 <		
6	Controlling buildings without building permits in the district		•
7	Overcoming the problem of poverty in coastal communities		•
8	Monitoring and controlling illegal fishing in the District area		•
9	Supervision of sales and use of pesticides		•
10	Supervision and control of forest products		•
11	Supervision and control of animal-to-human diseases		•
12	Action against wild animal livestock		•

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13	Small industry permit controller			•
14	Supervision and guidance of home industry			•
15	Supervision of the granting of Small SIUP			
16	Determination and placement of advertising points (billboards and banners) within the District area			•
	<b>Total % avg</b>	<b>31%</b>	<b>69%</b>	

Source: Processed Questionnaire Results, 2023

The implementation of authority in the economic and development sector in Table 5, which includes 16 types of authority delegated to districts, according to respondents' assessment, was only (31%) implemented well. The low percentage of respondents' assessments was caused by factors, namely the unclear boundaries of authority between agencies related to the implementation of that authority. For example, supervision of the sale and use of pesticides is also supervised by the POM Agency and the Agriculture Service. Likewise, supervision of advertisements is also supervised by Satpol PP, small industry permits by the Department of Industry and Trade. The IMB also cannot do much because the permit from the relevant department already exists, at the District level it is only submitted if there is a problem, so there are many irregularities in the use of space in the District area.

**Table 6. Percentage of Abepura District Respondents' Assessment regarding the Implementation of Authority in the Economic and Development Sector**

No.	Authority	Evaluation	
		Yes	No
1	Management of city cleanliness and decoration		
2	Supervision of road signs, closure permits and dispensations for environmental roads		
3	Maintenance of the sub-district office, sub-district head's house, sub-district head office		
4	Environmental scale road and bridge maintenance		
5	IMB Recommendation for Residential House Type 45 <		
6	Controlling buildings without building permits in the district		
7	Overcoming the problem of poverty in coastal communities		
8	Monitoring and controlling illegal fishing in the District area		•
9	Supervision of sales and use of pesticides		•
10	Supervision and control of forest products		•
11	Supervision and control of animal-to-human diseases		•
12	Action against wild animal livestock		•
13	Small industry permit controller		
14	Supervision and guidance of home industry		
15	Supervision of the granting of Small SIUP		
16	Determination and placement of advertising points (billboards and banners) within the District area		
	<b>Total % avg</b>	<b>69%</b>	<b>31%</b>

Source: Processed Questionnaire Results, 2023

**Table 7. Percentage of Respondents' Assessments in Muara Tami District regarding the Implementation of Authorities in the Health and Education Sectors**

No	Authority	Evaluation	
		Yes	No
1	Supervision of Kindergarten, Play Group and Pend operations. Outside School		
2	Monitoring the implementation of pre-school education, primary, secondary and secondary education. Outside school, youth and sports		
3	Provision of District library facilities and reading parks		

4	Implementation of DB mosquito eradication (3M)		
5	Provision of clean water and public toilets		
6	Establishment and rehabilitation of Posyandu		
7	Studio development in the district		
8	Issuance of recommendations for tourism permits		
9	Supervision of tourism facility activities in the district		
10	Formation of Tourism Awareness groups at district and sub-district levels		
	<b>Total % avg</b>	30%	70%

Source: Processed Questionnaire Results, 2023

**Table 8. Percentage of Respondents' Assessments in Abepura District Regarding the Implementation of Authorities in the Health and Education Sectors**

No	Authority	Evaluation	
		Yes	No
1	Supervision of Kindergarten, Play Group and Pend operations. Outside School		
2	Monitoring the implementation of pre-school education, primary, secondary and secondary education. Outside school, youth and sports		
3	Provision of District library facilities and reading parks		
4	Implementation of DB mosquito eradication (3M)		
5	Provision of clean water and public toilets		
6	Establishment and rehabilitation of Posyandu		
7	Studio development in the district		
8	Issuance of recommendations for tourism permits		
9	Supervision of tourism facility activities in the district		
10	Formation of Tourism Awareness groups at district and sub-district levels		
	<b>Total % avg</b>	70%	30%

Source: Processed Questionnaire Results, 2023

Then the implementation of authority in the field of education and people's welfare (tables 7 and 8) which includes 10 types of authority according to respondents' assessment, only (30%) can be implemented in Muara Tami district, in contrast to Abepura district which is 70%.. Low success in The implementation of authority is caused by factors because the implementation of the 10 types of authority is more of a coordinating nature, those who carry it out are SKPDs that are directly related, for example, permits for tourism activities and supervision are carried out by the Tourism Office, so there is often overlap in implementation.

**Table 9. Muara Tami District Respondents' Assessment Regarding the Implementation of Authorities in the Social and Welfare Sector**

No.	Authority	Evaluation	
		Yes	No
1	Supervision of street children and sprawl		
2	Initial handling of natural disasters in the district (fire, flood, etc.)	•	
3	Development of Youth Organizations and Orphanages	•	
4	Dissemination of information on job opportunities within the district	•	
5	LPM Development (Community Empowerment Institution)	•	
6	Distribution of Rice to the Poor (Raskin)	•	
7	Family planning counseling and services		
8	Protection against the consequences of acts of domestic violence (KDRT)		
	<b>Total % Avg</b>	62.5%	37.5%

Source: Processed Questionnaire Results, 2023

**Table 10. Muara Tami District Respondents' Assessment Regarding the Implementation of Authorities in the Social and Welfare Sector**

No.	Authority	Evaluation	
		Yes	No
1	Supervision of street children and sprawl		
2	Initial handling of natural disasters in the district (fire, flood, etc.)		
3	Development of Youth Organizations and Orphanages		

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4	Dissemination of information on job opportunities within the district		
5	LPM Development (Community Empowerment Institution)		
6	Distribution of Rice to the Poor (Raskin)		
7	Family planning counseling and services		
8	Protection against the consequences of acts of domestic violence (KDRT)		
	<b>Total % Avg</b>	50%	50%

**Source:** Processed Questionnaire Results, 2023

Then the implementation of authority in the field of education and people's welfare (table 10), which includes 8 types of authority according to respondents' assessment, is only (50%) which can be implemented in the District. The low success in implementing this authority is due to factors, because the implementation of the 8 types of authority is more of a coordinating nature, those implementing it are SKPDs that are directly related, for example tourism activity permits and supervision are carried out by the Tourism Office, so that there is often overlap in implementation.

The delegation of District authority, as detailed in each sector, appears to have placed an increasingly heavy workload on the District Government. Based on the respondent's assessment, not all authorities delegated to the District can be implemented well. The results of interviews with informants in the Biringkanaya District explained that in general the authority given to the district level could not be implemented optimally. This is caused by various factors, among others, that the delegation of authority was not followed by adequate budget, human resources and supporting facilities, as well as many SKPDs related to delegated authority still implementing it themselves without notification to the District level government. For example, for issuing permits there should be a recommendation from the District Head, but sometimes permits are issued without a recommendation from the District.

Based on the description stated above, it can be concluded that the decentralization of authority in public services, especially to the District level in Jayapura City has not been able to run well due to the high level of sectoral ego of each SKPD and the opinion of some officials from various SKPDs, that the District as an SKPD which is given the authority to carry out delegated affairs is not yet supported by qualified human resources and limited funds and infrastructure that can support the implementation of this task.

### **Human Resources Competency**

Human resources (HR) are an asset that plays a very big role in an organization. With reliable human resources, an organization has the opportunity to develop well. Human resources as organizational assets can be seen from two aspects, namely the quantity aspect and the quality aspect. From the quantity aspect, what is measured is how many human resources you have, whether that number is by existing job requirements. Meanwhile, the quality aspect is measured by the level of education, skills, professionalism and attitudes possessed in carrying out tasks (Naher et al., 2020; Sumarni et al., 2020).

In this research, the human resources in question are the human resources of the apparatus owned by the District in Jayapura City. Aspects of HR apparatus in this discussion include; aspects of district-owned human resource competency, employee recruitment systems and employee development patterns (including reward and punishment systems) in the organization.

### **Apparatus HR Competence**

Apparatus HR Competency is the ability and skills possessed by government employees to carry out their duties and responsibilities effectively and efficiently. This competency covers various aspects, such as technical knowledge, practical skills, managerial abilities, as well as professional attitudes and behaviour that are by job demands.

**Table 11. Number of District-Level Employees According to Education level, rank/room class**

NO	DISTRICT	Level of Education				Total
		High School	Diploma	Bachelor	Master	
1	Abepura	13	1	13	1	28
2	Muara Tami	25	1	27	1	54
	Total	38	2	40	2	82
	Percentage (%)	46.34%	0.02%	48.78%	0.02%	100%

Source: Processed Questionnaire Results, 2023

Based on Table 11 above, it can be explained that the education level in the two sample districts is dominated by a high school education background of 38 people (46.34%) and a bachelor's degree level of 40 people (48.78%). Meanwhile, 2 people each have a diploma and second-degree degrees. Number of Employees based on Rank and Group, as well as Education Level (In Table 4.20 below:

**Table 12. Number of District-Level Employees According to Rank/Group**

NO	DISTRICT	Rank/Group				Total
		I	II	III	IV	
1	Abepura	-	12	15	1	28
2	Muara Tami	4	11	11	2	28
	Total	4	23	26	3	56
	Percentage (%)	0.07%	41.07%	46.43%	0.05%	100%

Source: Processed Questionnaire Results, 2023

Based on the data in Table 12 above, it can be explained that the majority of employees in the two sample districts are quite large in number, namely group II employees, 23 people (41%) and group III employees, 26 people (46.43%). The remaining 4 people are still in group I (0.07%) and 3 people are in group IV (0.05%).

### Suitability of Education to Position

From the perspective of organizational theory as proposed by Galbraith, the placement of employees into existing positions must be in harmony between the education and skills possessed by the employee with the duties and functions carried out in the organization. The problem faced at the District level within the Jayapura City Government is the difficulty of achieving compatibility between the competencies (education, education, skills) possessed by each employee and the job demands (see Anjab) of each work unit.

From the results of interviews with informants, it can be concluded that distributing employees to several existing positions/work units by job requirements is not so easy to do due to various aspects. First, there is no comprehensive information regarding the job/position requirements for each existing work unit. Second, no employee data base contains all data on education, training, skills, experience and achievements of employees for each SKPD. Third, there is no high commitment from BAPERJAKAT to use the results of job analysis as standard guidelines for accepting and placing employees in appropriate positions/jobs.

Thus, the policy that has been implemented by the Jayapura City Government to improve employee abilities through education (S1, S2), both study assignments, as well as study permits and employee training, does not yet refer to job demands (see results of job analysis), so that the costs incurred for the training has not been maximally useful for increasing employee competency at the District level in Jayapura City.

**Table 13. Percentage of Respondents' Assessments in the 2 Sample Districts regarding the Suitability of Education to the Respondent's Position**

No	District	Evaluation			Total N
		A (Very Suitable)	B (Fairly Appropriate)	C (Not Appropriate)	
1	Abepura	0	10	0	10
2	Muara Tami	10	0	0	10
	Total	10	10	0	20
	Percentage (%)				100%

**Source:** Processed Questionnaire Results, 2023

The placement of employees into positions in each work unit, especially education offices in Abepura District, has generally been carried out based on the position analysis that has been made. It can be seen that for the position of District Head, the job requirements according to education are Bachelor Degree 1 majoring in Government Science or Political Science and Diklatpin III educational training. The Abepura District's current education is a Bachelor of Engineering and has attended Diklatpin III. For the position of District Secretary, the education required is a Bachelor's Degree in Government or Political Science with Education and Training III. Then the District Secretary's current education is a Masters in Economics and has not yet taken Diklatpin III. Likewise, officials in the Subdivision and Treasurer positions under the District Secretary have generally fulfilled the position requirements set out in the results of the Anjab.

Then the requirements for the positions of Head of the Government and Order Section, Head of the Peace and Order Section, Head of the Community Empowerment Section, Head of the Social Welfare Section and Head of the Public Services Section have met the requirements for Bachelor's Degree Education. Of all the Section Heads and Heads of Subdivisions, all of them are at the Bachelor's level of education and in the field of science. Of all the sections and sub-divisions, only the General and Civil Service Sub-divisions have not participated in Diklatpin IV. From the description above, the placement of employees into educational positions in the Muara Tami District is not entirely based on the position requirements set out in the existing Job Analysis. This is caused by various factors, namely the placement of employees into positions that have not been carried out in a comprehensive assessment, as well as the limited number of employees who have the formal education required by the position (Ahasan et al., 2023; Mampilly & Stewart, 2021).

## **CONCLUSION**

Based on the field findings in this research and the discussion, it can be concluded that the strategic policies of the District Government in Jayapura City are not in harmony with the existing organizational structure design, where strategic policies that should support Jayapura City are not well accommodated in the District organizational structure. This organizational design is more adapted to changes in regulations from the Central Government, and not to the interests of the District. The main factors influencing organizational structure change policies are adjustments to Central Government policies and low stakeholder participation in the process of formulating organizational change concepts. The restructuring of the District organizational structure in Jayapura City did not lead to substantial changes, remained hierarchical and closed, and showed a pattern of separation between organizational units. Even though the District's authority has increased, its implementation is less effective because the relevant agencies are still "half-hearted" in releasing their authority. The integration of human resources in work units has not been carried out properly, the professionalism of the District government apparatus has not been developed, and employee placement has not been carried out according to the principle of "the right man on the right place." The development of human resources in the two Jayapura City Districts is also not yet optimal, with a mismatch between the education and training attended by employees and their main duties and functions, as well as political tendencies in position placement.

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