



The Assessment Maturity Organization Of Local Government: Evidence From Serang City, Banten

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Abstract

This study aims to measure the maturity of local government organizations which is the result of measuring the maturity of all local government organizations. Organizational maturity assessment is part of the implementation of bureaucratic reform in Indonesia. There are 33 local government organizations (OPD) of Serang City Government. The research method used is a mixed method with a sequential explanatory strategy. Data collection uses 3 stages, first distributing questionnaires to 99 respondents to measure 3 dimensions, namely governance, organizational culture and innovation and elaborated in 11 questions referring to the Minister of Home Affairs Regulation Number 99 of 2018. Second, in-depth interviews with upper management level employees (secretary of the agency) and middle management (planning and 1 program area). Third, documentation studies were also conducted to validate questionnaire answers and interview results. The results showed that the maturity level of the Serang City Local Government was in the "Medium / Good Enough" category with a score of 37.77. The biggest weakness in the Governance sub-dimension is the low management of resources and work tools due to budget constraints and poor planning in the procurement of public goods/services. The originality of this research is used to improve government performance and public services that are considered lacking.

Keywords: Organizational Maturity, Local Government, Governance

1. Introduction

The problems of bureaucracy in Indonesia are multidimensional and many factors. One of them is low employee performance due to employee recruitment that is not based on talent, capacity, knowledge and skills of employees who are still lacking in healthy and open competition (1) (2); the inability of the bureaucracy to adapt to the dynamics of society and high political intervention (3). According to Knott & Miller (1987), these problems are related to the system, structure and culture of bureaucracy. Based on this, the Indonesian government launched the Grand Design of Bureaucratic Reform 2010 - 2025. Bureaucratic reform is a concept to realize good governance and improve the quality of public services. Implementation of bureaucratic reform to local government (4)

Local governments have the mandate to organize the widest possible autonomy, except for the absolute authority of the central government (5). The authority of local governments is basic service affairs and optional government affairs. To carry out these various authorities, the regional government is assisted by regional apparatus organizations. According to Khairi, the regional apparatus is the spearhead of service and development in the region. The progress or backwardness of a region is greatly influenced by the performance of regional apparatus (6). However,

currently there is a tendency for local governments to form new regional apparatus, resulting in a fat organizational structure. This has an impact on slow bureaucratic performance and high costs (7).

To produce optimal regional apparatus performance, the Government of the Republic of Indonesia stipulates the Minister of Home Affairs Regulation Number 99 of 2018 to measure the maturity level of regional apparatus organizations so that the maturity of local governments is known. Local government maturity is an evaluation of the implementation of governance, organizational culture and local government innovation (8).

The measurement of the maturity of regional apparatus was first introduced by Gottschalk (2009) with the term capability maturity model (CMM) (9). According to (10), the maturity model can have a positive effect on organizational performance. While (11) maturity provides an understanding of the capability status of an organization; a tool to support benchmarking of organizations or networks with comparable criteria (12).

The Brazilian government measures the maturity of federal organizations to determine the strong and weak points in the implementation of knowledge management in public organizations (13). While Demir (2017) measures organizational maturity in Turkey to optimize the strategic management process and strive to become an innovative organization (14). According to Ahmad et al (2023),

measuring organizational maturity to improve organizational efficiency by optimizing all existing resources or assets (15).

Some research results on organizational maturity in Indonesia include Yahya (2023) that the organizational maturity of the administration of population affairs in Bandung Regency is rated Very Low. Furthermore, (16) states that organizational maturity is a strategy to realize bureaucratic reform in government institutions and state companies in the midst of a disruptive situation.

The urgency of this research is because the results of research on public service reform in Taktakan District, Serang City are still low because of the lack of ideas and ideas for innovation (17). According to (18) the implementation of the SIMRAL application at Bappeda of Serang City has not run well and optimally due to the limited human resources of SIMRAL operators at Bappeda and all sub-districts, the lack of training and competency development of all operators and the availability of infrastructure (internet network).

The results of the assessment of the Government Agency Performance Accountability System of Serang City in 2020 received a low score, namely CC with a score of 50.33. This is due to the use of public budgets that are not economical / wasteful compared to performance results. (<https://www.radarbanten.co.id/penilaian-sakip-tergantung-kinerja-opd/2/>). In addition, the results of the 2019 Ombudsman Republic of Indonesia survey assessment, the Serang City Government is still in the Yellow Zone, namely getting a score of 78.35, meaning moderate compliance with public service standards ([https://ombudsman.go.id/artikel/r/artikel--5-tahun-disurvei-ombudsman-pemerintah-kota-serang-masih-bertengger-di-zona-kuning,Senin February 24, 2020](https://ombudsman.go.id/artikel/r/artikel--5-tahun-disurvei-ombudsman-pemerintah-kota-serang-masih-bertengger-di-zona-kuning,Senin%20February%2024,%202020)).

This study aims to measure the maturity of the local government of Serang City which has thirty-three (33) regional apparatus organizations referring to the Minister of Home Affairs Regulation Number 99 of 2018.

2. Literature Review

Bureaucratic Reform

Bureaucratic reform is an important agenda around the world as an effort to improve bureaucratic performance and improve public services. Indonesia is no exception. Bureaucratic reform according to (18) is carried out to improve the quality of public services, improve the efficiency and effectiveness of public organizations and build a conducive space and environment for private involvement in the form of collaboration in all

sectors.

Bureaucratic reform in Indonesia was carried out in three periods: sporadic changes (1998-2003), targeted reforms (2003-2010) and structural changes (2010 - present). The purpose of bureaucratic reform is due to public sector arrangements that are incompatible with the demands of democratic governance, improved service delivery and the need to restore sustainable growth (19). According to the World Bank (2003), bureaucratic reform in Indonesia was carried out to overcome major corruption cases that could hamper the development of the Indonesian economy (20).

Bureaucratic reform in Indonesia also seeks to reduce the number of civil servants employed in administrative or managerial positions and seeks to recruit employees based on skills for functional positions, such as policy analysts (21).

The Indonesian government established the Grand Design of Bureaucracy Reform 2010 - 2025. The second wave of reforms aims to free Indonesia from the impact and end of the crisis that occurred ten years ago. By 2025, Indonesia is expected to be in a phase that truly moves towards a developed country (4). Meanwhile, the implementation of bureaucratic reform in the Serang City Government is stipulated through the Serang Mayor Regulation Number 50 of 2021 concerning the Bureaucratic Reform Roadmap of the Serang City Government for 2019 - 2023 where the implementation of bureaucratic reforms is effective, efficient, measurable, consistent, integrated, institutionalised, and sustainable (22).

Governance

The Governance paradigm tries to see how the governance of the organization involves various internal and external organizations and policy networks, namely the community and the private sector through collaboration, cooperation and partnerships with each having different roles and responsibilities.

Some of the most commonly recognized concepts of governance in the literature are good governance, entrepreneurial government, competitive government, participatory governance, regulatory governance, interventionist governance or government. These governance concepts are claims to reject traditional forms of governance that are authoritarian and bureaucratic with unilateral decision-making (23).

The concept of governance has received different definitions. The United Nations Development Programs (UNDP) defines governance as It exercises political economic and administrative powers to manage the affairs of the state. The procedures processes relationships and institutions

through which citizens and groups express their interests realize their rights and responsibilities and regulate their differences are complex (24).

According to (25) In general, governance emerges in three broad ways. First, it emerges through networks involving public-private partnerships or with the collaboration of community organizations. Second, by using market mechanisms where the principles of market competition serve to fulfil resources while operating under government regulation. Third, through top-down methods that primarily involve the government and state bureaucracy.

Organizational Culture

Robbins (2002) defines organizational culture as a system of shared meanings shared by members. Furthermore, Schein (2010) states that organizational culture is a pattern of basic assumptions discovered or developed by a group of people as they learn to solve problems, adapt to the external environment, and integrate with the internal environment.

According to Nawawi (2003) citing the opinion of Cushway B and Lodge, suggests that organizational culture is a belief and values that become the main philosophy held firmly by members of the organisation in carrying out organizational activities. Furthermore, Sobirin (2007) states that organizational culture can contribute to the success of organizational performance. Organizational culture also serves to integrate the internal environment and adapt to the external environment.

Innovation

Innovation in the public sector is a change or breakthrough to overcome the stagnation and deadlock of public sector organizations. Bureaucratic structures that tend to be rigid, rigid and status quo must be able to be diluted through the transmission of a culture of innovation.

In the context of application to the public sector, the definition of innovation (26) is 'novelty in action' and 'new ideas that work' (27) Successful innovation is the creation and application of new processes, products, services and delivery methods that result in significant improvements in efficiency, effectiveness or quality of outcomes.

While Moore et al (1997) in (26) provide a definition of innovation as changes that deserve to be recognized as innovation must be new to the organization, large enough, common enough, and durable enough to significantly affect the operation or character of the organization.

Other opinions about innovation, such as Bartos in (28) that innovation is a change in policy or management practice that leads to continuous

improvement of public services or an increase in the quantity or quality of an organization's output. According to Rogers (1983) innovation is an idea, practice or object that is perceived as new by individuals or groups who adopt it (29).

3. Research Methods

This research uses a Mix Methode approach or combination research. According to Creswell (30) A mixed methods design is useful when either the quantitative or qualitative approach by itself is inadequate to best understand a research problem or the strengths of both quantitative and qualitative research can provide the best understanding.

Data collection was carried out through 3 activities, namely questionnaires, interviews and documentation studies.

- 1) The questionnaire was adjusted to the provisions of the Minister of Home Affairs Regulation Number 99 of 2018 concerning Guidance and Control of Regional Apparatus Arrangement, including 11 questions that have been validated. The questionnaire was distributed to 33 regional apparatus organizations in Serang city. The number of respondents was 99 people.
- 2) Interviews were conducted to verify the answers to the questionnaires that had been filled in. Determination of information was carried out by purposive sampling on officials or employees who met certain criteria (31), namely the secretary of the agency, the head of planning and budgeting, and the head of one of the programs.
- 3) Documentation studies were conducted through document collection as supporting data for what had been filled in according to the variables asked. Then a review of the document was carried out.

The analysis method is carried out by verifying and validating the submitted documents. Respondents' answers were complemented with supporting evidence of implementation. If not completed, it is considered that the contents in the table/questionnaire are considered invalid and the score can be lowered one level below.

Based on the results of the analysis, the maturity level of the regional apparatus organization is concluded with the following intervals:

Table 1. Organizational maturity level score

Organizational maturity level score	Category	Meaning
10 – 19	Very low	Fundamental Improvement
19,1 – 28	Low	Needs to improve some indicators
28,1 – 37	Medium	Average regional

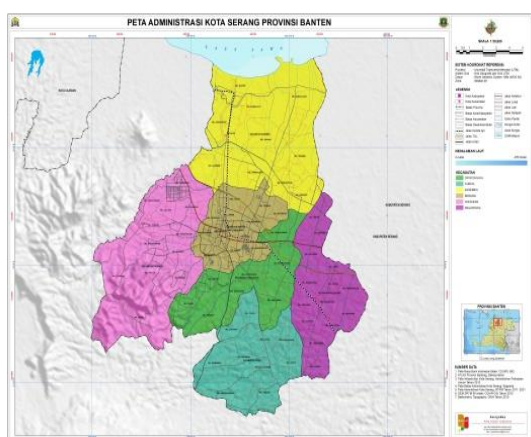
		apparatus organization services
37,1 – 46	High	Regional apparatus organization are good.
46,1 – 55	Very High	Excellent Service

Sources : Minister of Home Affairs regulations No 99, 2018

This research has been approved by the Organisation Bureau of the Serang City Government as a form of implementation of the local government bureaucracy reform program in Indonesia.

4. Results and Discussions

Serang City is an administrative region in Banten Province which was formed in 2002. Serang City has 8 sub-districts with a total population in 2023 of 712,414 people consisting of 363,965 men and 358,307 women. In the administration of government and public services, the Serang City government has 10,301 civil servants. Based on educational qualifications, 5,926 employees have a Bachelor's degree, 2,455 people have a master's degree and 36 people have a doctor's degree. The following is a map of the Serang City area



Source: Indonesia 2024 thematic map

The research respondents totaled 99 people with the characteristics of 67% male and 32% female respondents. From the level of education, most of 69% took a master's education and 30% undergraduate education. While based on age, respondents aged 50-54 years were 22%, aged 45-49 years were 34%, aged 40-44 years were 36% and respondents aged 35-39 years were 7%.

The first thing to do to analyse the data is to assess the respondents' answers, then validate with the documents collected and the results of the interviews. Based on these three steps, the results of measuring the maturity of the regional apparatus organisation of Government of Serang City are shown in the table below:

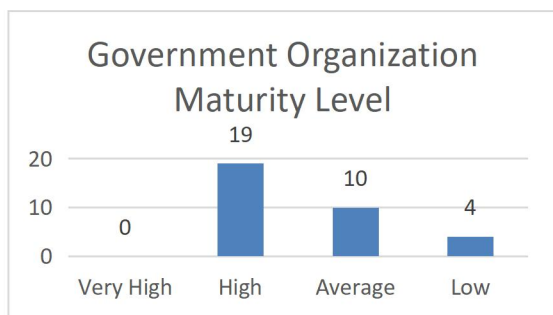
Table 2. Regional apparatus organisation maturity measurement results

No	Regional apparatus Organization	Score	Category	Description
1	Regional Secretariat of Serang City	41	High	Good service
2	Secretariat of the Regional House of Representatives of Serang City	41	High	Good service
3	Supervisory board	41,7	High	Good service
4	Education and Culture Department	38	High	Good Service
5	Health Departemen	40,3	High	Good Service
6	Public Works and Spatial Planning Office	45	High	Good Service
7	Housing and Settlement Area Office	43	High	Good Service
8	Civil Service Office	33	Medium	Average service
9	Social Service Office	33	Medium	Average service
10	Labor and Transmigration Office	41,7	High	Good Service
11	Women's Office for Child Empowerment and Family Planning	40	High	Good service
12	Environmental Agency	46	High	Good Service
13	Population and Civil Registry Office	44	High	Good Service
14	Transportation Board	44	High	Good Service
15	Communication and Information Board	35,3	Medium	Average service
16	Investment Office	45	High	Good Service
17	Tourism, Youth and Sport Board	29	Medium	Average Service
18	Library and Archice Service	44	High	Good Service
19	Food Security, Agriculture and Livestock Service Office	36,7	Medium	Average service
20	Cooperatives and Micro, Small and Medium Enterprises Office	37,3	High	Good Service
21	Regional Development Planning Agency	35,7	Medium	Average service
22	Regional Financial and Asset Management Agency	40	High	Good service
23	Regional Revenue Agency	43,7	High	Good service
24	Personnel and Human Resources Development	42,7	High	Good service

25	Agency National and political unity agency	31	Medium	Average service
26	Regional Disaster Management Agency	34	Medium	Average service
27	Serang sub-district	31	Medium	Average service
28	Cipocok sub district	24	Low	Needs improvement of some indicators
29	Kasemen sub district	25,67	Low	Needs improvement of some indicators
30	Taktakan sub district	33,67	Medium	Average service
31	Walantak sub district	26	Low	Needs improvement of some indicators
32	Curug sub district	31	Medium	Average service
33	Regional General Hospital Serang City	22	Low	Needs improvement of some indicators

Sources : Author 2024

From table 2 above, there are 19 OPDs with a high level of organizational maturity, 10 medium organizational maturity and 4 organisations with low maturity.



Sources : Author 2024

The value of organizational maturity for local governments is measured by combining the scores of all regional apparatus in the region concerned, then divided by the number of regional apparatus. The formula for calculating the organizational maturity value of regional apparatus for each region is as below :

$$KOD = \frac{TNPD}{JPD}$$

KOD = Regional Organization Maturity
 TNPD = Total Value of Regional Apparatus Maturity
 JPD = Numbers of regional apparatus.

$$KOD = \frac{1222.07}{33}$$

$$KOD = 37.03$$

Based on the final results, it is known that the organizational maturity value of the Serang City government is 37.03 in the medium category. This shows that public service delivery is still moderate. Based on the regulation of the Minister of Home Affairs concerning the structuring and fostering of regional apparatus organisations in Indonesia in the context of implementing bureaucratic reform, emphasis is placed on three indicators, namely governance, work culture and innovation. The results of the calculation by indicator on the Organizational Maturity of the Serang City Government are known as follows:

Value per indicator of Organizational Maturity of Serang City Government

Indicator	Score	Category
Governance	3,39	Medium
Work Culture	3,42	Medium
Inovation	3,31	Medium

Sources : Author 2024

Regional apparatus organisations as public institutions are required to follow global developments and demands. As with changes in the Public Administration paradigm which moves towards the New Public Service Paradigm and the Governance Paradigm. Denhart and Denhart (2000) state that the New Public Service Paradigm positions citizens as the main object in a democratic government, so that citizens or communities are not only viewed personally but citizens are part of the government in public services. Therefore, in the New Public Service paradigm, public involvement with the government is a process of democratization of public service reform (32).

To be able to organize governance and provide quality public services requires the involvement of various parties in the form of cooperation, collaboration or partnership. Related to governance, there are sub-dimensions of development planning, employee performance appraisal and risk management.

The Serang City Government in preparing development planning is based on information system technology applications. The application is called the Budgeting Planning and Reporting Management Information System (SIMRAL). The SIMRAL application covers the entire process of planning, budgeting and financial management and development activities in local government including the process of capturing and processing data from the Regional Development Plan Deliberation, Regional Government Work Plan, Regional Apparatus Work Plan, revenue and expenditure administration, accrual-based accounting regional cash administration and the reports needed to support the accrual-based

accounting system. In addition to filling in SIMRAL, regional apparatus are also required to use the Regional Government Information System (SIPD) which is mandated by the Regional Government Law.

Based on the results of the interview, it is known that the use of the SIMRAL application has been running for two years where filling in the work plan. There are several OPDs when preparing planning and budgeting activities carried out manually first by each field and then collectively inputted by PEP employees as the main operator of the SIPD application. However, there are also heads of fields who input planning and budgeting directly themselves. The SIMRAL application is much easier to use than the SIPD application. The obstacle faced in preparing or inputting work plans using SIMRAL and SIPD is the double inputting of work plans.

Risk management is a system of procedures and rules applied to identify, analyse, assess and monitor risks. Not only aimed at reducing risks, risk management can also take advantage of any opportunities that arise. This system is expected to improve future results and support sustainable decision-making, especially in the public sector. Therefore, risk management must be supported by a planned, logical, comprehensive, and systematically documented strategy (33).

Based on the results of interviews and observations, it is known that most or even all SKPDs in Serang City already have risk management and risk assessment trees for the work and activities to be carried out. The Mayor of Serang Regulation Number 2 of 2018 concerning Guidelines for Risk Assessment in Regional Apparatus within the Government of Serang City is the basis of the policy which is then followed up with a circular letter from the Inspectorate of Serang City asking each agency, agency and sub-district to prepare a risk assessment.

The risk assessment documents that have been prepared by the regional apparatus organization of Serang City have been submitted to the Inspectorate of Serang City, but unfortunately there has been no feedback from the Inspectorate regarding the submitted risk assessments. Feedback from the risk assessment is needed to find out efforts to improve or reduce the risks arising from activities and work carried out by agencies/sub-districts.

Organizational culture is different from work culture. Work culture is a philosophy based on a view of life as values that become traits, habits and also drivers that are cultivated in a group and reflected in attitudes into behavior, ideals, opinions, views and actions that are manifested as work.

Robbins (2003:11) says work culture is "A system of shared understanding held by members of an organization that distinguishes the organization from other organizations". According to Mangkunegara (2007) concludes the definition of work culture as "A set of assumptions or belief systems, values and norms developed in the company that are used as behavioral guidelines for its members to overcome the problems of external adaptation and internal integration.

Taliziduhu Ndraha (2005) states that: "work culture can be divided into two elements, namely (1) attitude towards work, namely the preference for work compared to other activities, such as relaxing, or merely obtaining satisfaction from the busyness of his own work, or feeling forced to do something just for survival. (2) behavior at work, such as diligent, dedicated, responsible, careful, meticulous, meticulous, strong willingness to learn their duties and obligations, like to help fellow employees or vice versa."

The Serang City Government has regulated the state civil apparatus (ASN) Work Culture in Serang City through the Mayor of Serang Regulation Number 25 of 2018. Based on the regulation, work culture is the attitude and behavior of individuals and groups based on values that are believed to be true and have become traits and habits in carrying out daily tasks and work. The City Government's work culture motto is "SIAP", namely: a. work spirit; b. integrity; c. accountability; and d. excellent service. The Mayor's Regulation was later amended to become Mayor of Serang Regulation Number 49 of 2020 concerning Guidelines for the Development of Work Culture of State Civil Apparatus within the Government of Serang City. The established work culture is AJE KENDOR.

The Serang City Government has set the AJE KENDOR jargon as the work culture of state civil apparatus in Serang City. Based on the results of interviews, the work culture tagline AJE KENDOR is still not understood and understood by most respondents. The acronym of AJE KENDOR itself is still unknown to many. The AJE KENDOR work culture tagline is always echoed in every occasion or during official apples in the Serang City Government, but unfortunately there are no banners or banners for the socialisation and internalization of the AJE KENDOR work culture in the state civil apparatus of Serang City.

Innovation is related to efforts to find new ways or new things in carrying out daily tasks. The Government of Indonesia issued Government Regulation No. 38/2017 on Regional Innovation stating that Regional Innovation is all forms of renewal in the administration of Regional Government. There are 3 forms of regional

innovation regulated in the Government Regulation, namely 1) regional governance innovation; 2) public service innovation and c) other regional innovations according to government affairs. The principles of developing regional innovations are increasing efficiency, improving effectiveness, improving service quality, not causing conflicts of interest, oriented towards the public interest, open, fulfilling the value of propriety and can be accounted for the results are not for their own interests.

Innovation in the field of public services is expected to be based on information and communication technology. As President Jokowi Dodo hopes that the use of information and communication technology in public services can speed up service time and increase public satisfaction. According to Akadun (2009) explains that information technology is the result of human engineering of the process of conveying information from the sender to the recipient so that the delivery of information is more efficient.

Based on the results of interviews and in-depth observations, it is known that information technology-based innovations that have currently been carried out by several OPDs of the City of Serang are "given" applications, applications that are widely used by other local governments using third parties as service providers. Several OPDs have made many public service innovations. For example, the Population and Civil Registry Office has launched 6 population service innovations, namely one day service, three in one service, smart dukcapil online service, mobile service, ball pick-up service innovation, and priority service. The ball pick-up service innovation is a population service provided at the sub-district level, while the priority service is a population service provided to groups of elderly people, people with disabilities, special needs and are sick based on a request letter from the community's neighbour hood association. (<https://banen.tribunnews.com/2021/03/09/enam-inovasi-pelayanan-masyarakat-di-disdukcapil-kota-serang-jemput-bola-hingga-sistem-online?page=all>)

5. Conclusion

In conclusion, the findings of this study emphasize the importance of structuring human resource management so that it has the capability to carry out government tasks and public service delivery and can develop public service innovations.

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