

## **Organizational Development of District in Developing and Supervising Village Governance In Ende Regency East Nusa Tenggara Province**

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**Abstract:** This study was focused on organizational development of district in developing and supervising village governance. It was intended to understand on organizational development of district at Ende Regency, East Nusa Tenggara Province, its supporting and inhibiting factors. Research design used was qualitative with descriptive approach. Data in this study was collected by interviewing respondents (purposive sampling), document study and field observation. Informants in this study were Regent of Ende, Head of DPRD of Ende Regency, Regional Secretary of Ende Regency Assistant Regional Secretary of Ende Regency for Administrative and Public Welfare, Head of Bappeda of Ende Regency, Head of DPPKAD of Ende Regency, Head of BPMPD of Ende Regency, Head of BKD of Ende Regency, Head of Organization and Personnel Division of Regional Secretariat of Ende Regency, Head of General Administration Division of Regional Secretariat of Ende Regency, District Head of East Ende, District Head of Ndonga, District Head of Ende, District Head of Kotabaru and District Head of Nangapanda. Result of this study showed that organizational development of district in developing and supervising village governance at Ende Regency was implemented in these phases, changing mindset by focusing on developing performance assessment system; updating by focusing on building individual learning, changing structure by prioritizing the restructuring of work architecture and reempowerment by focusing on changing the regulations through information technology. Main supporting factor of organizational development of district is on the aspect of technology development with effect on the change in social trend. The inhibiting factors deriving from individual is habitual aspect while from organization is group weaknesses. Efforts to overcome the inhibiting factors are by education and communication, encouraging participation, building support and commitment and coercion.

**Key words:** Organizational development, developing and supervising, village governance, aspects, building, informants

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### **INTRODUCTION**

Public sectoral reform in many countries has been focused on improving the performance of public service to satisfy needs of the consumers. Government is demanded to provide effective and efficient public service. With the increasing needs of public service, public sectoral organizations are demanded to continuously improve themselves through change of structure, functions and culture to survive and compete with other organizations. Demand of changes in public sectoral organizations is actual all the time. Unfortunately, mechanism of self-improvement in government organizations runs slowly with monopolistic characteristic that lead to the lost of competitiveness.

Changes in organization occur, at first by adapting to the changing environment through strategy of learning organization that require long life learning with five disciplines, i.e., system thinking, personal mastery, mental models, team learning and shared vision (Simangunsong and Fernandes, 2014).

One of government entities that also face the same demand is district. Changes in district are basically an organizational development that normally happen in any organization. District should be able to be an institution with real significance for its community.

Organizational development of district is implemented with the awareness of actors in the organization, i.e. internal of the organization itself and also stakeholders that play important role in the organization, i.e., central and local government. This change should be formulated

in a systematic process and fully implemented, thus, not ended as solely discourse or slogan. Planning of organizational development of district should involve aspects of: organizational formal structuring; technological using according to needs; budgetary aspect and social factors such as local situation and public demand on real position of district government (LAN, RI, 1997).

Law No. 23 of 2014 on Local Government confirms that establishment of district in regency or city is to improve administrative coordination, public services and village/sub-district social empowerment Law No. 23 of 2014, Article 221 Clause (1). And duties of District Head are Law No. 23 of 2014, Article 221 Clause (1):

- To implement general governmental affairs
- To coordinate activities of public empowerment
- To coordinate implementation of public order and peace
- To coordinate application and enforcement of regional regulation and regional head regulation
- To coordinate maintenance of public facilities and infrastructures
- To coordinate implementation of administrative activities by local agencies in district
- To develop and supervise implementation of village and/or sub-district activities
- Implement governmental affairs under the authority of regency/city that is not implemented by local Government agencies of regency/city in the district and
- Implement other duties according to rules and regulations

Regulation above indirectly confirms that district has strategic position and functional role in services of administration, development and social. District is expected to be local government agency that is ready and able to answer social challenge on clarity in procedures, costs and service time (Wasistiono, 2009). Therefore, development of district organizational model should be directed to follow the development trend of organizational theories, public administration theories and administrative science theories. Organizational development of district consists of 4 aspects, i.e., first, organizational structure; second, the personnel; third, work mechanism; and fourth, performance measurement (Wasistiono, 2006).

As local agency with strategic position in administration and direct relationship to villages, according to laws, district is also given with function of

developing and supervising the implementation of village administration by Article 154, Clause (1) and (2) Regional Regulation No. 43 of 2014:

- Facilitation of drafting village regulations and village chief regulations
- Facilitation of village governance administration
- Facilitation of village financial and asset management
- Facilitation of application and enforcement of rules and regulations
- Facilitation of duties implementation of village chief and personnel
- Facilitation of election of village chief
- Facilitation of duties and functions implementation of village consultative board
- Recommendation for appointment and dismissal of village personnel
- Facilitation of synchronization between regional development planning and village development
- Facilitation of rural development zoning
- Facilitation of enforcement of public safety and order
- Facilitation of implementation of duties, functions and obligation of social institutions
- Facilitation of participatory development planning
- Facilitation of cooperation between villages and between village and third parties
- Facilitation of village spatial planning and management and village bordering
- Facilitation of drafting and implementation of village social empowerment program
- Coordination of rural supervision within the region and
- Coordination of rural development implementation within the region

To ensure the implementation of duties above, regent/mayor needs to delegate some administrative authorities to district head (camat). Instead of providing legalization to district head, the delegation of authority is directed more as effort to improve effectiveness and efficiency of public services and utilization of public financial and facilities. This delegation is principally meant to.

- Accelerate the decision making related to local needs and interests
- Bring administrative services nearer to public
- Limit the range of control from regent/mayor to village chief and subdistrict head
- Regeneration of administrative cadres

**Table 1: Area size and composition of villages and subdistricts in districts in Ende Regency**

Districts	Distance to capital	km <sup>2</sup>	Area size		Area composition	
			Percentage	Village	Sub-district	Sub-village
Nangapanda	27.55	213.17	10.42	28	1	89
Pulau Ende	17.87	60.03	3.08	9	0	26
Maukaro	96.47	102.60	5.01	11	0	35
Ende	8.25	179.50	8.77	32	0	91
Ende Selatan	0.02	12.65	0.62	0	5	24
Ende Timur	4.55	38.76	1.89	3	3	24
Ende Tengah	3.50	7.43	0.36	0	4	13
Ende Utara	0.75	48.55	2.37	6	4	39
Ndona	6.30	106.47	5.20	12	2	37
Ndona Timur	35.10	40.24	1.97	7	0	21
Wolowaru	64.50	66.84	3.27	16	1	57
Wolojita	73.20	32.90	1.61	5	1	24
Lio Timur	92.10	46.79	2.29	12	1	49
Kelimutu	56.49	58.94	2.88	9	0	30
Ndori	85.23	5.94	0.29	10	0	29
Maurole	75.60	155.94	7.62	13	0	39
Kotabaru	110.00	179.81	8.79	13	0	38
Detukeli	55.37	198.81	9.71	13	0	41
Lepembusu Kelisoke	42.57	136.30	6.65	14	0	41
Detusoko	33.75	194.07	9.48	20	1	74
Wewaria	50.35	157.95	7.72	22	0	73
Total		2046.60	100	255	23	893

RPJMD of Ende Regency 2014-2019

Consequences of the delegation of authority is different workload between districts and this would lead to typology of district: type A with high workload and type B with low workload Article 223, Clause (1) of Law No. 23 of 2014. This typology and different workload affect the allocation of resources: personnel, facilities and infrastructures and financial.

However, until today, implementation of position, duties and authorities of district head are varying and different between regions. Local governments in Indonesia often put district head on unclear situation. District head is still demanded to play the old role in terms of being supervisor of a working area but without clear authority and funding source. In other words, the responsibility of district head is unequal with the authority and fund (Wasistiono, 2003).

This kind of policy would definitely make some of or even all resources in district used only for implementation of district head's responsibility as official of regency/city government and have no substantial correlation to performance measurement as local government agency with specific responsibility mandated in law and regulations.

As mandated executive of Law No. 32 of 2004 on Local Government, Ende Regency government enacted Regional Regulation of Ende Regency No. 8 of 2008 on Establishment of District and Subdistrict Organization in Ende Regency and Regulation of Ende Regent No. 33 of 2009 on description of main duties and functions of district and subdistrict in Ende Regency.

Despite of difference in characteristics between districts (area size, number of subdistrict/village, distance

from capital of regency, geographical difficulty), both legal products are in fact, able to unify the organizational structure, procedure and main duties and functions of districts. This unification has impact on allocation of several resources such as budget, human resources and also target of performance. Until 2014 in Ende Regency, there were 21 districts with 255 villages and 23 subdistricts (Table 1).

In budget year 2014, total expenses in Local Budget (APBD) of Ende Regency was 894,344,755,409 IDR with budget amount allocated for 21 districts by 43,529,044,083 IDR (4.87% of total expenses allocated in local budget of 2014). While budget allocation for districts in budget year 2015 can be seen in Table 2.

From Table 3, total amount of budget allocation in amended local budget (APBD) of Ende Regency in budget year 2015 was 1,148,112,230,290 IDR which consisted of indirect expenses by 661,539,246,912 IDR (58%) and direct expenses by 486,572,983,378 IDR (42%) of total local budget. Total expense allocation for 21 districts in Ende Regency was 45,895,060,751 IDR (4.00% of total expenses in local budget) as detailed in indirect expenses by 35,453,959,451 IDR (5.36% of total Indirect Expenses) and in direct expenses by 10,441,101,300 IDR (2.15% of total direct expenses).

Indirect expenses meant for district has included indirect expenses (salary and allowance expenses) meant for all subdistricts in several districts. Amount of budget allocation in direct expenses as detailed in table above has impact on the implementation of main duties and functions and also provision and/or maintenance of supporting facilities and infrastructures.

Table 2: Budget allocation for districts in Ende Regency in 2015

Districts	Indirect expenses		Direct expenses		Total	
	Rp.	Percentage	Rp.	Percentage	Rp.	Percentage
Ende	1,776,860,224	0.27	680,000,000	0.14	2,456,860,224	0.21
Ende Tengah	2,682,377,088	0.41	331,380,000	0.07	3,013,757,088	0.26
Ende Selatan	3,289,924,248	0.50	284,360,000	0.06	3,574,284,248	0.31
Ende Timur	2,599,598,882	0.39	445,720,000	0.09	3,045,318,882	0.27
Ende Utara	2,929,441,096	0.44	220,720,000	0.05	3,150,161,096	0.27
Pulau Ende	1,143,063,414	0.17	480,000,000	0.10	1,623,063,414	0.14
Nangapanda	2,031,220,402	0.31	1,251,800,000	0.26	3,283,020,402	0.29
Ndona	2,282,374,766	0.35	215,180,000	0.04	2,497,554,766	0.22
Detusoko	1,898,223,623	0.29	205,000,000	0.04	2,103,223,623	0.18
Kelimutu	845,057,055	0.13	707,210,000	0.15	1,552,267,055	0.14
Detukeli	1,184,432,613	0.18	544,380,000	0.11	1,728,812,613	0.15
Wolowaru	1,787,680,935	0.27	896,120,000	0.18	2,683,800,935	0.23
Lepembusu Kelisoke	1,013,436,024	0.15	585,000,000	0.12	1,598,436,024	0.14
Maurole	1,323,232,742	0.20	328,445,000	0.07	1,651,677,742	0.14
Lio Timur	1,419,560,626	0.21	305,000,000	0.06	1,724,560,626	0.15
Kotabaru	1,162,224,837	0.18	481,180,000	0.10	1,643,404,837	0.14
Maukaro	1,468,536,923	0.22	238,400,000	0.05	1,706,936,923	0.15
Wolajita	1,361,466,616	0.21	706,006,300	0.15	2,067,472,916	0.18
Wewaria	1,386,757,664	0.21	628,400,000	0.13	2,015,157,664	0.18
Ndona Timur	1,018,424,383	0.15	396,800,000	0.08	1,415,224,383	0.12
Ndori	850,065,290	0.13	510,000,000	0.10	1,360,065,290	0.12
Total	35,453,959,451	5.36	10,441,101,300	2.15	45,895,060,751	4.00
Total local budget	661,539,246,912	58	486,572,983,378	42	1,148,112,230,290	100.00
Comparison	5.36	2.15	4.00			

Amended APBD of Ende Regency, budget year 2015

Table 3: Table of distribution of civil servant in districts in Ende Regency year 2015

Districts	Gender		No. (People)
	M	F-values	
Nangapanda	11	5	16
P. Ende	9	5	14
Maukaro	12	5	17
Ende	10	9	19
Ende Selatan	9	9	18
Ende Timur	7	10	17
Ende Tengah	10	9	19
Ende Utara	9	8	17
Ndona	10	7	10
Ndona Timur	15	4	19
Wolowaru	13	3	16
Wolajita	10	5	15
Lio Timur	12	3	15
Kelimutu	13	3	16
Ndori	11	2	13
Maurole	20	4	24
Kotabaru	9	3	18
Detukeli	10	4	14
Lepembusu Kelisoke	12	5	17
Detusoko	14	2	16
Wewaria	15	5	20
Total	241	110	351
Number of all civil servants in Ende Regency 2015	3.202	3.776	6.978

BKD of Ende Regency, year 2016

Other aspect that also has effect on performance of district in implementation of main duties and functions is support from personnel human resource (in terms of both quantity and quality). However, there is still inadequate standard of personnel in district: unequal placement and, moreover, stacked number of civil servants in certain districts (for example, district in urban areas) as seen in Table 3.

Table 4: Composition of district heads in Ende Regency based on educational discipline and level

Disciplines	Educational level	Number (People)
Administration	Bachelor	5
Administration	Diploma	1
Legal	Bachelor	5
Economy	Bachelor	2
Social	Bachelor	2
Public administration	Bachelor	3
Philosophy	Bachelor	2
Education	Bachelor	1
Total		21

BKD of Ende Regency, year 2016

Table 3 shows that in Ende District, there are only 19 civil servants for 32 villages while 17 civil servants are placed in East Ende district which only has 3 villages and 3 subdistricts. Likewise, happens in aspect of competence (educational background) of district heads as shown Table 4.

Regional Middle-term Development Planning (Indonesia: Rencana Pembangunan Jangka Menengah (RPJMD)) of Ende Regency of 2014-2019 contains restriction to the implementation of main duties and functions of district in regulations Regional Regulation of Ende Regency No. 11 of 2014 on Regional Middle-term Development Planning of Ende Regency Year 2014-2019: District shall implement programs and routine activities as local government Agency (SKPD) that consist of:

- Office administrative service program
- Personnel facilities and infrastructures improvement program
- Personnel disciplinary improvement program
- Civil service mutation/retirement program

- Human resource capacity improvement program
- Development program for performance and financial achievement reporting system

In order to achieve performance target and objective of RPJMD, district shall be responsible on target achievement of improving the quality of governance, specifically on two following indicators:

- Number of district in percentage with good administration.
- Number of district in percentage with good implementation of social development and supervision

Regulations above have consequence that districts in Ende Regency play indirect role in coordination of governance, providing of public services and developing and supervising village governance. In other words, district only has authority to manage its own internal interest (routine affairs).

Regulation of Ende Regent No. 21 of 2014 has determined key performance indicators (Indikator Kinerja Utama (IKU)) of district in Ende Regency consisting of implementation of administrative authorities delegated by regent to manage several regional autonomy affairs:

- Coordination of public empowerment
- Coordination of public safety and order
- Coordination of application and enforcement of law and regulations
- Coordination of maintenance of facilities and infrastructures
- Coordination of district governance
- Coordination of development of village/subdistrict governance
- Coordination of public services according to scope of duties and functions that are not implemented by village and subdistrict government

Explanation above shows conflict between RPJMD of Ende Regency 2014-2019 and Key Performance Indicators (IKU) of district Regulation of Ende Regent No. 21 of 2014 on key performance indicators of district in Ende Regency. This conflict makes the implementation of duties and functions of district (in relation with development and supervision of village governance) as mandated by rules and regulations technically become main duties (and functions) of Board of Public Empowerment and Village Governance (Badan Pemberdayaan Masyarakat dan Pemerintahan Desa (BPMPPD)) of Ende Regency, National

Unity, Politics and Public Protection Agency (Badan Kesatuan Bangsa, Politik, dan Perlindungan Masyarakat (Badan Kesbangpolinmas)) of Ende Regency, Office of Civil Service Police Unit (Satpol PP) of Ende Regency and other Local Government Agencies (SKPD). On the other side, the implementation of functions is one performance indicator that should be accounted for by district. In other words, district should account for the performance without support from input such as: basis of regulation, facilities and infrastructures, budgeting and allocation of other resources. This shows the weak position of district in governance of Ende Regency.

Several impacts from the regulation is: first, overlapping implementation of development and supervision on village governance (by district and by local government agencies with related functions); second, implementation of function of development and supervision on village governance by district is not optimal due to low resources.

Village government in Indonesia now has entered new stage of village governance with spirit of Law No. 6 of 2014 on village which implementation is explained in Government Regulation No. 43 of 2014 on Regulation on Implementation of Law No. 6 of 2014 on village. One of local government institutions which plays significant role on success of failure of implementation of this law and regulation is district government. In context of implementation of district function in relation with village governance, organizational development of district is considered as one of important agenda in governance of Ende Regency, East Nusa Tenggara Province.

This is the reason of this study with focus on: "Organizational Development of District. In Developing and Supervising Village Governance. In Ende Regency, East Nusa Tenggara Province".

**Problem statement:** Based on background above, statement of problems in this study can be formulated as follow: How is organizational development of district government in developing and supervising village governance in Ende Regency, East Nusa Tenggara Province? What are the supporting and inhibiting factors in organizational development of district in developing and supervising village governance in Ende Regency, East Nusa Tenggara Province? What are efforts to overcome the inhibiting factors of organizational development of district in developing and supervising village in Ende Regency, East Nusa Tenggara Province?

**Theoretical framework:** Law No. 6 of 2014 on village, Law No. 23 of 2014 on local government, Government Regulation No. 43 of 2014 on Regulation on

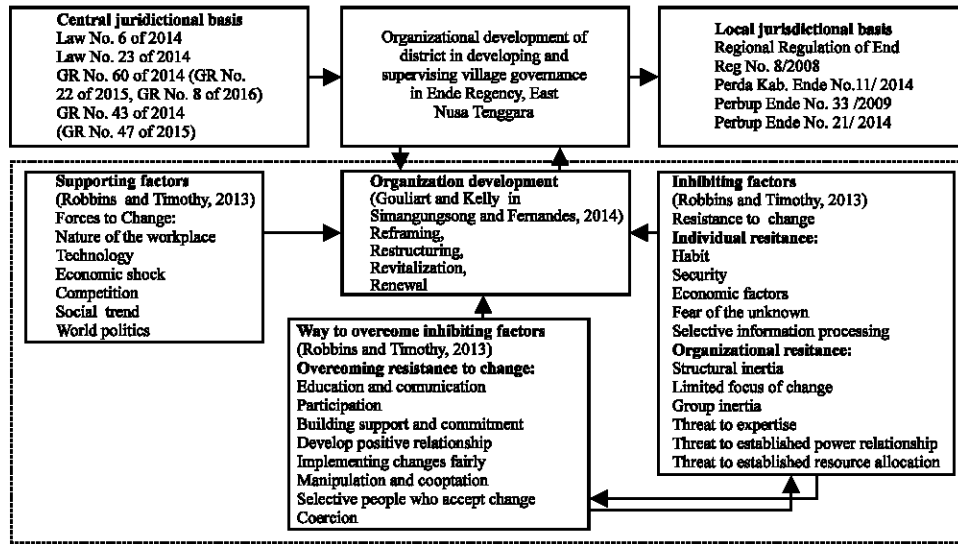


Fig. 1: Theoretical framework of organizational development of district in developing and supervising village governance in Ende Regency, East Nusa Tenggara

Implementation of Law No. 6 of 2014 on village (as amended by Government Regulation No. 47 of 2015) and Government Regulation No. 60 of 2014 on village fund deriving from National Budget (Indonesia: Anggaran Pendapatan dan Belanja Negara) (as amended by Government Regulation No. 22 of 2015 and Government Regulation No. 8 of 2016 on Second Amendment on Government Regulation No. 60 of 2014) assign district with authority to implement development and supervision on village governance. The mandated law and regulations become basis for significance of organizational development of district in Ende Regency, East Nusa Tenggara Province.

This organizational development is implemented in 4 stages: reframing, restructuring, revitalization and renewal. Theoretically, organizational development of district in Ende Regency begins with changing the mindset (reframing). In this context, district's role, position, main duties and functions are returned to its philosophical basis and purpose. Reframing in context of organizational development of district in Ende Regency, begins with achieving mobilization, creating the vision, building the measurement system.

Organizational development of district also consists of restructuring in order to achieve excellent performance level of organization. Changing the organizational structure is meant so that organization can move more actively according to its vision and mission. This includes: constructing the organization models, configuring the physical infrastructure and also

redesigning the work architecture. To have functions internal culture, climate and mechanism according to public needs, it is necessary to implement revitalization which is the state of change where organization maintain its growth by relating corporate body to organizational environment. This can be done by achieving market focus inventing new business and changing the rules through information technology.

Last stage in organizational development of district in Ende Regency is renewal strategy. Here, there are 3 important steps that directly influence transformation of organization: create a reward structure/system, build individual learning and develop organization by encouraging shared sense of belonging on community. This interaction would become the main strength to develop organization.

Consequence of organizational development of district is changes. There are two attitudes: to receive and to resist. Therefore, it is necessary to identify and analyze the supporting factors (forces to change) and inhibiting factors (resistance to change) and also identify and analyze the way to overcome resistance to change in organizational development. Relationship of whole explanation above can be described in Fig. 1 of theoretical framework.

**Hypothesis:** Organizational development of district in developing and supervising village governance in Ende Regency, East Nusa Tenggara Province can be done 4

stages of organizational renewal (4R Model): reframing, restructuring, revitalization and renewal (Gouillart and Kelly, 1995).

## **MATERIALS AND METHODS**

Method used here is qualitative research with descriptive approach, since condition on site is the one to be described (Creswell, 2009).

Qualitative research is means for exploring the understanding the meaning individuals or groups ascribe to a social or human problem. The process of research involves emerging questions and procedures, data typically collected in the participant's setting, data inductively building for particulars to general themes and researcher making interpretation of the meaning of the data. The final written report has a flexible structure. Those who engage in this form of inquiry support a way of looking at research that honors an inductive style, a focus on individual meaning and the importance of rendering the complexity of a situation.

Several characteristics of qualitative research as described by Creswell (2009). The characteristics of qualitative research are:

**Natural setting:** Qualitative researcher tend to collect data in the field at the site where participants experience the issue or problem under study. They do not bring individuals in to lab ( a contrived situation), not do they typically send out instruments for individuals to complete.

**Researcher as key instrument:** Qualitative researchers collect data themselves through examining documents, observing behavior, or interviewing participants. They do not tend to use or rely on questionnaires or instruments developed by other researchers.

**Multiple sources of data:** Qualitative researchers typically gather multiple of data such as interviews, observations and documents, rather than rely on a single data sources. Then the researchers review all the data, make sense of it and organize it into categories or themes that cut across all the data sources.

**Inductive data analysis:** Qualitative researchers build their pattern, categories and themes the bottom up by organizing the data in to increasingly more abstract units of information.

**Participant's meaning:** In the entire qualitative research process, the researchers keep a focus on learning the meaning that the participants hold about the problem or issue not the meaning that the researchers bring to the research or writers express in the literature.

**Emergent design:** The research process for qualitative researchers is emergent. This means that the initial plan for research cannot be tightly prescribed and all phases of the process may change or shift after the researcher enters the field and begins to collect data.

**Theoretical lens:** Qualitative researchers often use lens to view their studies such as the concept of culture, central of ethnography, or gendered, racial, or class differences from the theoretical orientations.

**Interpretive:** Qualitative research is a form of interpretive inquiry in which researchers make an interpretation of what they see, hear and understand. Their interpretations cannot be separated from their own backgrounds, history, contexts and prior understanding.

**Holistic account:** Qualitative researchers try to develop a complex picture of the problem or issues under study. This involves reporting multiple perspectives, identifying the many factors involved in a situation and generally sketching the larger picture that emerges. This is in line with argument by Robert (2011) that suggested that there are five features of qualitative research.

- Studying the meaning of people's lives, under real-world conditions
- Representing the views and perspectives of the people (labeled throughout this book as the participants in a study)
- Covering the contextual conditions within which people live
- Contributing insights into existing or emerging concepts that may help to explain human social behavior and
- Striving to use multiple sources of evidence rather than relying on a single source alone

Both arguments above suggest that the strength of qualitative research lies in the ability of researcher to interpret obtained data in research process on-site through interview with informants, observation on research objects and other related documents or notes. Approach

used in this study is descriptive that describe, explain and interpret events or phenomena and correlation between factors. By Bruce (2001) suggested that.

Descriptive case explorations require that the investigator present a descriptive theory which establishes the overall framework for the investigator to follow throughout the study. What is implied by this approach is the formation and identification of a viable theoretical orientation before enunciating research questions. The investigator must also determine before beginning the research exactly what the unit of analysis in the study will be.

Therefore, qualitative research views object as dynamic; as result of thinking construction and interpretation on indications being observed. Object is also viewed holistically because every aspects of the object belongs to one inseparable unit. Source of data plays vital role in research because it is the subject where data is obtained. In general, source of data in qualitative research can be classified into 3. Person, who provide data through verbal answer in interview (as informant). Persons in this study are the informants related to object of research, i.e.:

- Regent of Ende
- DPRD of Ende Regency
- Regional Secretary of Ende Regency
- Assistant Regional Secretary of Ende Regency for Administrative and Public Welfare
- Head of Bappeda of Ende Regency
- Head of Regional Revenue, Financial and Asset Management Office of Ende Regency
- Head of Regional Civil Service Agency of Ende Regency
- Head of Public Empowerment and Village Governance Board of Ende Regency
- Head of Organization and Personnel Division of Regional Secretariat of Ende Regency
- Head of General Administration Division of Regional Secretariat of Ende Regency
- District Head of East Ende: located in urban area with only 3 villages (and 3 subdistricts)
- District Head of Ndonga: most difficult geographical condition (mountainous, water transportation needed for access to village)
- District Head of Ende: highest number of village in regency (32 villages)
- District Head of Nangapanda: widest area size ( $\pm 213.17 \text{ km}^2/\pm 10$  of total area size of Ende Regency)
- District Head of Kotabaru: furthest distance from capital of Ende Regency ( $\pm 110 \text{ km}$ )

Place (location or condition around the location) such as: officerooms, facilities and infrastructures. Observation by researcher on-site would provide useful data and information. Location in this study are: Office Organization and Personnel Division of Regional Secretariat of Ende Regency, District Office of East Ende, District Office of Ndonga, District Office of Ende, District Office of Nangapanda and District Office of Kotabaru. Papers that present numbers, figures and symbols in form of documents related to the study. Documents in this study are:

- Law No. 25 on National Development Planning
- Law No. 32 of 2004 on Local Government
- Law No. 6 of 2014 on village
- Law No. 23 of 2014 on Local Government
- Government Regulation No. 72 of 2005 on village
- Government Regulation No. 41 of 2007 on Local Bureaucracy
- Government Regulation No. 19 of 2008 on District
- Government Regulation No. 43 of 2014 on Implementation of Law No. 6 of 2014 on village
- Government Regulation No. 60 of 2014 on village Fund deriving from National Budget (Indonesia)
- Anggaran Pendapatan dan Belanja Negara) (as amended by Government Regulation No. 22 of 2015 and Government Regulation No. 8 of 2016 on Second Amendment on Government Regulation No. 60 of 2014)
- Regulation of Minister of Home Affairs No. 4 of 2010 on Guidelines for District Integrated Administrative Services (PATEN)
- Regulation of Minister of Home Affairs No. 54 of 2010 on Implementation of Government Regulation No. 8 of 2008 on Stages and Procedures for Establishment, Control and Evaluation of Regional Development Planning
- Regional Regulation of Ende Regency No. 8 of 2008 on Establishment of District and Subdistrict Organization in Ende Regency
- Regional Regulation of Ende Regency No. 3 of 2009 on Regional Long-term Development Plan of Ende Regency 2005-2025
- Regulation of Ende Regent No. 33 of 2009 on Description of Main Duties and Functions of District and Subdistrict in Ende Regency
- Regional Regulation of Ende Regency No. 11 of 2011 on Spatial Planning of Ende Regency 2011-2031
- Regional Regulation of Ende Regency No. 11 of 2014 on Regional Middle-term Development Planning of Ende Regency 2014-2019
- Regulation of Ende Regent No. 21 of 2014 on Key Performance Indicators) of District in Ende Regency
- Local Budget, RKPD, LAKIP and LPPD
- RKA/DPA, Strategic Plan (RENSTRA), Work Plan (RENJA) and LAKIP of district



From the way to obtain it, data can be distinguished into two types: primary data (obtained from respondent's response and result of observation) and secondary data (from books, scientific journals, archives, private or official documents) (Tavakoli, 2012).

Document may include primary data (collected by the researcher) or secondary data (collected and archived or published by others). Primary data documents include transcriptions of interviews, participant observation fieldnotes; photographs of field situations taken by the researchers records of specific activities, rituals and personas (with associated locational and descriptive data). Secondary data documents are materials that are important in describing the historical background and current situation in a community or country where the research is being conducted. They include maps, demographic data, measures of educational status and de-identified quantitative databases that include variables of interest to the researcher

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Based on the explanation, then source of data from person and place would result in primary data while secondary data is obtained by source of data from relevant documents (paper). To obtain valid data, it is necessary to have data collection tool, or more known as research instrument. In qualitative research, the most important instrument is the researcher itself as suggested by Creswell (2009).

Qualitative researchers collect data themselves through examining documents, observing behavior, or interviewing participants. They do not tend to use or rely on questionnaires or instruments developed by other researchers.

Researcher's role as key instrument in qualitative research is to determine by himself/herself the informants as source of data, collect data, evaluate quality of data, analyze data interpret data and draw conclusion based on finding. Below, Operational definitions of the concept is presented. Researchers explain concept of variables in details by dimensions and subdimensions as guidelines for interview. This is to facilitate researcher in analyzing problems and looking for solution on the problems (Table 5).

**Table 5: Operational definitions**

Theme	Sub-theme	Sub-sub theme	Items	Informants
Organizational development of District in supervising village Governance (Gouillart and Kelly,1995; Simangunsong and Fernandes, 2014)	Reframing	Achieving mobilization	1	1, 2, 3, 4, 5, 7, 9, 10, 11, 12, 13, 14, 15
		Creating the vision	2	1, 11, 12, 13, 14, 15
		Building the measurement system	3	4, 5, 6, 7, 8, 9, 11, 12, 13, 14, 15
	Restructuring	Constructuring the organization models	4	1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15
		Configuring the physical infrastructure	5	1, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15
		Redesign the work architecture	6	3, 9, 10, 11, 12, 13, 14, 15
	Revitalization	Achieving market focus	7	1, 2, 3, 4, 5, 8, 10, 11, 12, 13, 14, 15
		Inventing new bussines	8	1, 2, 3, 4, 10, 11, 12, 13, 14, 15
		Canging the rules through the information technology	9	3, 4, 10, 11, 12, 13, 14, 15
	Renewal	Create a reward structure/system	10	1, 3, 4, 6, 10, 9, 10, 11, 12, 13, 14, 15
		Build individual learning	11	1, 3, 4, 6, 7, 9, 10, 11, 12, 13, 14, 15
		Develop organization	12	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15
		Nature of work place	13	3, 7, 11, 12, 13, 14, 15
		14	8, 10, 11, 12, 13, 14, 15	
Forces for change and resistance to change (Organization Behavior by Robbins and Timothy (2013))	Forces for change Technology	Economic shock	15	1, 11, 12, 13, 14, 15
		Competition	16	3, 7, 11, 12, 13, 14, 15
		Social trend	17	5, 11, 12, 13, 14, 15
		World politics	18	1, 2, 11, 12, 13, 14, 15
			19	7, 11, 12, 13, 14, 15
	Individual resistance to change	Habits	20	11, 12, 13, 14, 15
		Security	21	3, 11, 12, 13, 14, 15
		Economic factors	22	9, 11, 12, 13, 14, 15
		Fear of the unknown	22	9, 11, 12, 13, 14, 15
		Selective information processing	23	3, 11, 12, 13, 14, 15

Table 5: Continue

Theme	Sub-theme	Sub-sub theme	Items	Informants	
	Organizational resistance to change	Structural inertia	24	6, 7, 11, 12, 13, 14, 15	
		Limited focus of change	25	3, 8, 11, 12, 13, 14, 15	
		Group inertia	26	3, 7, 11, 12, 13, 14, 15	
		Threat to expertise	27	9, 11, 12, 13, 14, 15	
		Threat to established power relationship	28	3, 10, 11, 12, 13, 14, 15	
	Overcoming resistance to change (Organization Behavior by Robbins and Timothy (2013))	Overcoming resistance to change	Threat to established resource allocation	29	3, 11, 12, 13, 14, 15
			Educator and communication	30	7, 11, 12, 13, 14, 15
			Participation	31	9, 10, 11, 12, 13, 14, 15
			Building support and commitment	32	3, 9, 10, 11, 12, 13, 14, 15
			Develop positive relationship	33	3, 11, 12, 13, 14, 15
Implementing changes fairly		34	1, 2, 11, 12, 13, 14, 15		
Manipulation and cooptation		35	10, 11, 12, 13, 14, 15		
Selective people who accept change		36	3, 7, 11, 12, 13, 14, 15		
Coersion		37	1, 3, 7, 11, 12, 13, 14, 15		

Gouillart and Kelly (2005), Robbins and Timothy (2013) with modification

## RESULTS AND DISCUSSION

Based on result of study on organizational development of district in developing and supervising village governance in Ende Regency, East Nusa Tenggara Province, it can be concluded that: organizational development of district in Ende Regency in developing and supervising village governance.

Based on theoretical basis, data analysis on the field and result of interview with respondents, organizational development of district in developing and supervising village governance in Ende Regency: reframing, district organization has no measurement system (concerning building the measurement system) according to position, description of main duties and functions (especially in relation with village governance) restructuring. All districts have no SOP (concerning redesigning the work architecture), thus procedures of public services have no standardized and transparent mechanism. Revitalization, spirit and awareness on providing information technology-based public services in district have been constructed (concerning changing the rules through the information technology). Yet, the public services are still unable to be implemented by district due to limited resources.

Renewal, regulations on role of district in Ende Regency also limit individual learning (concerning subdimension of built individual learning) that affect the capacity of human resources. In addition, reward system has not been created (concerning subdimension of 'create a reward structure/system). Supporting and inhibiting factors in organizational development of district in Ende Regency.

**Supporting factors:** Main supporting factor in organizational development of district in Ende Regency is aspect of technological advancement with effect on the change of social trend: demand on quick, near, easy and cheap public services.

### Inhibiting factors

**Individual resistance:** Individual resistance mostly happens due to habits which is seen in mental attitude such as:

- Fear of losing the position along with all facilities
- Self-limitation to receive information (receive only certain information)
- Fear of cause of the change because of ignorance (lack of information and knowledge on the change)

**Organizational resistance:** The strong aspect of resistance by organization is assumption of public and personnel that civil servant placed in district means being banished. Thus, district organization is an exile. This assumption is worsened by limited availability of facilities (administrative services and public facilities), low budget allocation, limited authority and inadequate condition of personnel (quantity and competency). Other resistance can also occur due to fear of losing relations that has effect on lost of power to make decision and fear of losing dominance on resources in organization. How to overcome inhibiting factors of organizational development of district in Ende Regency.

Several prioritized efforts that can be done to overcome the inhibiting factors (resistances) in organizational development of district in Ende Regency are by education and communication, encouraging participation, building support and commitment and coercion.

Based on conclusion of study, there are several recommendations as contribution of thought for Ende Regency government in making policy related to organizational development of district to support the development and supervision of village governance in Ende Regency, East Nusa Tenggara Province.

**Aspect of organizational development:** Organizational development of district in developing and supervising

village governance, East Nusa Tenggara Province can be done in sequential stages below; reframing, by focusing on building the measurement system for district according to legal basis on position, description of main duties and functions of district.

Renewal, by focusing on building individual learning in order to encourage improvement of human resources capacity and create a reward structure/system with effect on improvement of individual performance within the organization.

Restructuring, by prioritizing on redesigning the work architecture that require construction of Standard Operation Procedure (SOP). This priority would help to ensure clear procedure in the district organization.

Revitalization, by mainly focusing on changing the rules through the information technology. This stage encourages the using of technology for services in district that should be supported by resources such as: telecommunication infrastructures, facilities and infrastructures for services with information technology basis and human resources (who are fluent in information technology). Aspect of supporting and inhibiting factors in organizational development of district in Ende Regency.

**Supporting factors:** Main supporting factor in organizational development of district in Ende Regency is aspect of technological advancement with effect on the change of social trend: demand on quick, near, easy and cheap public services.

#### **Inhibiting factors**

**Individual resistance:** To face individual resistance to change, it is necessary to change the attitude and mindset on position and facilities (make a performance contract along with reward and punishment system), provide facilities and opportunities for personnel to access and look for information on anything.

**Organizational resistance:** To change bad assumption (that civil servant being placed in district means being banished and that district organization is an exile), it is necessary to.

Improve infrastructures from and to capital of district such as transportation and communication (road, bridge and seluler line), sanitary water facility and power (electric) line.

Provide support for improvement and procurement of facilities that support services in district such as

officeroom, meeting room or hall, facilities for mobility, furnitures and computer and official residence. Strengthen the role and functions of district supported with adequate allocation of resources: delegation of authority, quantity and quality of human resources, adequate operational fund, performance allowance (by considering characteristics such as geographical difficulty, number of village/subdistrict, area size and population size). Instead of placing personnel with problems (indisciplinary, amoral) to district, provide reward (promotion) to personnel in district with good performance. Define limitation of authority (rights and obligations) of leader and everyone in organization, specifically in terms of decisionmaking and utilization of resources. Aspect of overcoming the inhibiting factors in organizational development of district in Ende Regency. As part of real effort to overcome inhibiting factors in organizational development of district. Create opportunities for personnel to improve their skills through education (training and education, technical guide, formal and informal education).

Build and develop effective communication internally: between individuals, between units of organization, between leader and staffs and eliminate egoistic attitudes (sectoral, divisional, functional, territorial) and externally with environment (community and traditional leaders, religious people and leaders/scholars).

#### **CONCLUSION**

Encourage participation from all stakeholders in planning, implementation and evaluation of program and activities. Build support and commitment such as by providing reward and punishment. Perform coercive acts based on law and regulations and organizational needs of change.

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