

Effectiveness of the Organizational Structure of Bandung Municipality Regional Development Planning Agency (Bappeda) (A Study in One of the Public Organizations of Bandung Municipality, West Java Province, Indonesia)

Sintaningrum¹, Riki Satia Muharam²

^{1,2}University of Padjadjaran, Faculty of Social and Political Sciences, Jl. Raya Bandung-Sumedang Km. 21 Jatinangor – Sumedang 45363

Abstract: *The organizational structure of Bandung Municipality Regional Development Planning Agency (BAPPEDA) is currently composed of 6 sections, while Governmental Regulation Number 41 of 2007 on Regional Personnel Organization providing for the number agencies, bodies, and technical institutions and sub-structures as part of Regional Personnel Work Force stipulates that a Body has no more than 4 sections. Thus, the current organizational structure of Bandung Municipality Regional Development Planning Agency (BAPPEDA) isn't in compliance with the Governmental Regulation Number 41 of 2007. The Organizational Structure of Bandung Municipality Regional Development Planning Agency (BAPPEDA) was interesting to study. Therefore, the writer tried to write it down into a paper. The present paper dealt with Effectiveness of the Organizational Structure of Bandung Municipality Regional Development Planning Agency. It was composed of three sections : First, Introduction, describing the function and roles of Bandung Municipality Regional Development Planning Agency (BAPPEDA); Second, Discussion, discussing the effectiveness of the organizational structure of Bandung Municipality Regional Planning Agency as viewed from juridical aspect, an analysis of an effective organizational structure of Bandung Municipality Regional Development Planning Agency; and third, Conclusion. Expectedly, this paper may bring about a better understanding on the Effectiveness of the organizational structure of Bandung Municipality Regional Development Planning Agency (BAPPEDA).*

Keywords: Effectiveness, Structure, Organizations.

1. Introduction

Function and roles of Bandung Municipality Regional Development Planning Agency (BAPPEDA)

Law No. 25/2004 explicitly mention the function and role of Bappeda in the context of regional planning. On Article 1, paragraph 23 stated that the Head of Planning Agency is the head of the regional work units responsible for the implementation of tasks and functions in regional development planning both at the provincial, district and city. Duties and functions of different Bappeda planning with sectoral planning services / agencies (SKPD). Sectoral planning is more focused on the technical plan implementable according their respective sectors. Design by Bappeda more to the macro and thematic order. This plan is directed to the extent to which the region can optimize resource utilization on an ongoing basis under the span of control and coordination in order to avoid any conflict of interest between sectors.

Duties and functions of Bappeda describe a continuous activity performed in a cycle of regional development. This task began preparing the preliminary draft long-term plan area (RPJPD) (Article 10), medium-term plan (RPJMD) (Article 14), and the work plan of the local government (RKPD) (Article 20) to conduct the deliberations of good development musrenbang Long-term (Article 11) and musrenbang medium term (Article 16). Another task that is equally important is to collect, analyze and evaluate the

implementation of regional development (Article 28 and 29). Vertically Bappeda should pay attention to the national directives in the context of regional development from the top down, and vice versa aspirations of the community must adopt a bottom-up. Horizontally, Bappeda of course responsible in harmony sectoral planning. RPJPD preparation and RPJMD example in Law 25/2004 are explicit said should refer to and be guided by RPJP and RPJM. On the other hand, along with the development discourse of transparency and public participation, the preparation of these documents must also adopt public aspirations bottom-up.

Function and role BAPPEDA as the local technical institute responsible for development planning as mandated in Article 14, paragraph (1), Act No. 32 of 2004 on Regional Government, that one of the obligatory functions under the authority of local government is a matter of planning and development control. Authority control planning is then reinforced in Government Regulation No. 38 Year 2007 regarding Division of Government Affairs between the Government, Provincial Government and District Government / City of 26 (twenty-six) affairs in accordance with article 7, paragraph (2), BAPPEDA as one of the local technical institute which is the task of supporting elements of regional heads, carry three (3) obligatory functions that must be implemented, namely the affairs of spatial planning, development planning and statistics affairs.

Regional Development Planning Board (Bappeda) Bandung is one of the technical institute in the city government of Bandung. Beginning of formation of Bappeda began when in 1972 the Government of West Java Province perfecting Agency designer Regional Development (Bappemda) West Java Province by establishing a Board Designer Development municipality (Bappemko) and the Designer Development District (Bappemka), which is a planning agency in Indonesia regional and local as well as established by the Province of West Java Governor Decree No. 43 1972.

Vision Bappeda Bandung, namely "Organization development planners quality, aspirational and applicable to realize Bandung, Winning, Comfortable and Prosperity". While its mission are : to realize the development planning aspirational and applicable, improve the quality and quantity of service system planning adequate development, improve climate and cooperation in the field of investment, realizing apparatus planners regional development professional and disciplined, realizing financial accountability reasonable, accurate , accountable, and implementation of optimal performance.

In doing so, the planning area of Bandung, BAPPEDA Bandung have some indicators achievements in improving the quality of development planning, including:

1. Preparation and determination RPJPD Bandung, which is the regional development planning documents Bandung for a period of 20 (twenty) years;
2. Preparation and determination RPJMD Bandung, which is a document of medium-term regional development planning area for a period of 5 (five) years;
3. Formulate program priorities and budgetary ceilings as material preparation Regional Budget;
4. Develop an evaluation plan based on the results of the evaluation of leadership development SKPD in Bandung;
5. The availability of the results of the study of macro planning;
6. Availability of the results of research and development as a planning document preparation;
7. Facilitate a variety of multi-stakeholder forum in the field of planning and other development policy formulation;
8. Increased coordination steady internal planning, synergistic and integrated between areas in Regional Development Planning Agency Bandung;
9. The use of information technology in the management of data and information;
10. Establishment of a quarterly report on monitoring and evaluation of the implementation of regional development plans on education;
11. Establishment of Information Accountability Reports Annual Mayor and 5 (five) Annual;

(Source: Bappeda Bandung, 2014)

2. Discussion

The effectiveness of the organizational structure of Bandung Municipality Regional Development Planning Agency as viewed from juridical aspect, an analysis of an

effective organizational structure of Bandung Municipality Regional Development Planning Agency.

Structure plays a very important in the running of the organization. Its structure allows an organization to achieve its goals. Whatever the organization, the organization is always set to achieve the goal. There orientation to be achieved by the establishment of an organization and orientation will be more easily achieved if there is a division of labor that is implemented in a structure. The organization is a deliberate arrangement of a number of people to achieve certain goals (Robbins and Coulter, 2004.. 16). These objectives can be either profit (company), public policy (government) and social change (a nonprofit organization). To achieve these objectives the necessary division of labor and the appropriate placement for everyone. To achieve these goals, we need a structure as the embodiment of organizational strategy into practice in the field. That is none other than that organizational goals can be achieved with effective and efficient is to create a design structure that has the flexibility to adjust the dynamic conditions in which all things can change quickly. To that required a formal structure that can support and facilitate the organization's members in the implementation of the organization's work. Such activities can be considered as the organization which is defined as the process of the creation of organizational structures (Robbins and Coulter, 2004, p 254).

One of the earliest in-depth research on the relationship between technology, structure, and success of the organization carried out by Joan Woodward and colleagues (Woodward, 1958, 1965). Woodward, began his research in the early 1950s by questioning whether the "principles of the organization established by the development of management theory has to do with the company's success when implemented in practice" (Woodward, 1958). In an effort to provide relevant information on this matter, Woodward and his colleagues examined one hundred companies manufacturing in the UK, with large size of the company different from that employs about a hundred workers to who has more than a thousand workers. But among these companies there is huge. They collect information relating to a wide range of structural variables, and the relative success or effectiveness of various companies.

The company is classified according to the relative level of success, and further compared the structure and technology. The conclusions of this analysis is that "characterize the organization of the companies that succeed in every category of production (ie technology) tend to cluster around figures central to the category as a whole, while the numbers of companies that includes the classification of less successful , there are at extreme points of the line "(1965, p. 69). In other words, there is an optimal level for some structural characteristics (such as span of control) for companies that succeed in each of these three categories. Companies that are less successful in each of these categories describe comparison of structures that are too large or too small. Here it should be emphasized that the optimal level of success for each category are different technologies.

Based on this discovery, Woodward (1965) draws the conclusion that "the fact that the characteristics of the

organization, technology and success are connected to one another in this way shows not only the production system (ie technology) are becoming an important variable in determining the organizational structure, but also that there are Certain forms of organization at most for each production system "(pp. 69-71). In short, Woodward argued that defends Definition "dependence" on management stating that different technologies need structure and style of different interpersonal relationships as well. Definition of technological determinism on the management theory of "dependency" in principle states that in mass production technology, management style has a structure, formalization and higher bureaucracy might be more appropriate to achieve organizational success. But on both sides of the line of discontinuous technology (technology unit and continuous process), these companies are more successful was wearing a management style with the structure and formalization less, with rules and controls that are also less and the level of interaction between persons more lot.

Leach, Stewart, and Wish in *The Changing Organization and Management of Local Government* (1994: 52), the structure of an organization is a pattern of rules, positions and roles that give direction and coherence in strategy and organizational processes, and are typically depicted in the diagram organization, job descriptions and patterns of authority (the structure of an organization is the pattern of rules, positions, and roles that give shape and coherence to its strategy and process, and is typically Described in organization charts, job descriptions and patterns of authority).

As has already been studied by the researchers, the first pattern in the change process that occurs mainly public organizations in many countries in Europe and North America. Chrisholm M. (2000a, 2000b) has conducted a study on the restructuring of local government organization in the UK which showed that tendency. In the United States, the bureaucratic reform stems from David Osborne and Ted Gaebler (1992), which injects ideas of authority should be decentralized levels of the organization from the top level of government to levels below the level of government organization. Oakerson R. (2006) has conducted a study on the restructuring of local government organization in the United States where he saw a boost to the local governments to intensively make changes bureaucracy.

In terms of organization studies, according to Mintzberg (1979), top-down procedures in the establishment of organizational units (unit grouping) is done when starting from the common needs (mission or organizational objectives to be achieved) to specific jobs. Further according to Mintzberg (1979: 288-291), the greater the control force from outside the organization, the more formalized the organizational structure and the more centralized or concentrated decision-making power of organization. Such conditions will eventually form a bureaucratic entity, which is an organization in which power is concentrated on the leader, the procedure handcuff employees - so that he can not develop the creativity, work processes standardized rigid - so that workers are not able to innovate, communications

formal, and reporting strictly regulated. Such organizations have the adaptability to environmental change is low.

Henry C. Lucas JR. offers organizational form "T-Form Organization" (1996; cited in Miftah Thoha, 2003: 164). Lucas stated that enable an organization to be more responsive to change, the organizational structure is no longer in the form of "physical structure" (physical structure) but in the form of "logical structure" (logical structure). Structured organizational structure is no longer based on the division of labor will however be based on the needs of customers and market changes (market).

Hall (1977) states that the organizational structure affects two things, namely the behavior of individual and organizational performance (efficiency, morale, and effectiveness). In the UK, Chrisholm M. (2000a, 2000b) see that the restructuring of local government in the UK is also directed to the "privatization". According Valler, Wood, and North (2000), since the 1980s in the UK local government analytically restructuring must be linked to the representation of business interests at the local level. In Canada, Brunet-Jailly (2003) found that the inter-municipalities cooperation brings huge economic benefits for local governments. Brunet Jailly so also see that the privatization model of local government within the framework of the restructuring is very useful. In Australia, Dollery B. & L. Crase (2004, 2005) critically examines the restructuring of local government organizations that have so far been oriented towards the integration of the free market in order to achieve efficiency in the public service. However, in the end Dollery and Crase continue to recognize the importance of orienting the local government organization in the ways of the private sector in the process of restructuring the local government organizations. In New Zealand, a study of the restructuring of local government organizations have also been carried out (McKinlay Douglas Limited, 2006). In this case, they are reviewing the organizational restructuring of local government in New Zealand who then suggested the importance of privatization and efficiency. Meanwhile in developing countries, empirical studies on the restructuring of local government organizations have also been carried out. In this regard, reform of local government organizations directed to the role of the private organizations and non-governmental institutions to take over the functions of government as much as possible (Dwarika Nath Dhungel, 1996).

In Indonesia, the embodiment of a bureaucratic organization that is effective and efficient as to the good governance that is coveted by all parties over the years, the government bureaucracy make improvements in a number of ways. One method used is the issuance of PP 41 of 2007 concerning the regional Organization.

Organizational Structure Bappeda Bandung that exists today consists of 6 field, while the PP 41 Year 2007 is set at most Agency has 4 field. PP 41 Year 2007 concerning the regional Organization which regulates the number of departments, agencies, and technical agencies as well as sub-sub-structures that are part of the regional work units concerned.

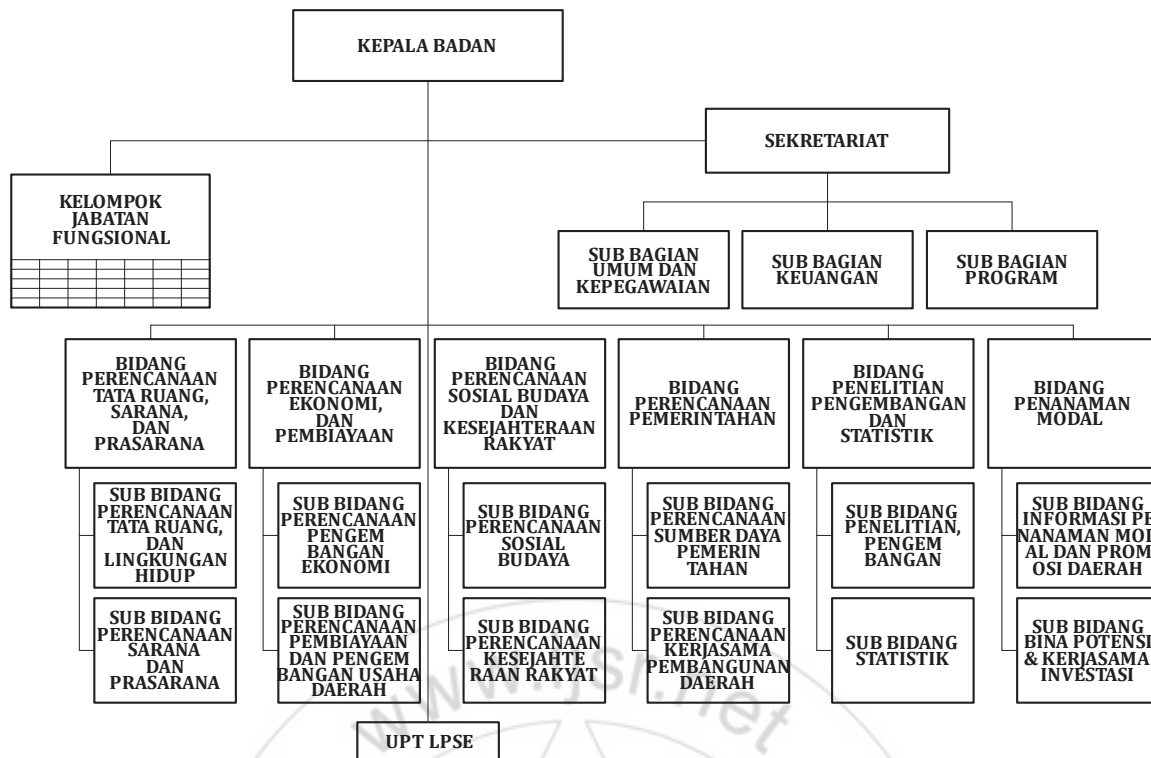


Figure 1.1: Organizational Structure of Bandung Municipality Regional Development Planning Agency (BAPPEDA)

Source : Bappeda Bandung, 2015

Research and Development Sub-Division into the organizational structure Bappeda Bandung, whereas in Regulation No. 20 The year 2011 is mentioned for Research and Development is SKPD and must be shaped Agency. According to Law No. 18 of 2002 on the National System for Research and Application of Science and Technology. One of the messages in the law, Article 18 paragraph (1), R & D institutions as institutions of research and development in the area of mission as an institution that is able to provide input based on results of scientific studies to the head area in the process of policy formulation and able to provide input to tions relevant government agencies in their efforts to address issues of development planning.

Regulation No. 20 of 2011 on Guidelines for Research and Development in the Ministry of the Interior and Local Government, institutional forms of Research and Development is clearly expressed in the form of Agency, Article 60 paragraph (1) which states that: "The local government established a body of research and development as a work unit area of at least 2 (two) years after the enactment of this ministerial regulation".

Investment in the organizational structure Bappeda Bandung is the field, in Law No. 32 2004 Investment is obligatory and according to PP 38 In 2007 a local government authority is investment. Law Number 32 Year 2004 regarding Regional Government as amended for the last time by Act No. 12 of 2008, each county has the right and duty to regulate and manage their own affairs and seeks to improve the efficiency and effectiveness of governance and Local Government services to the public is given the authority.

Under the provisions of Article 14 paragraph (1) of Law Number 32 of 2004 explained that the affairs of the local government authority to the district / city is a large-scale business district / town consists of obligatory functions and affairs of choice. Obligatory for the district / city, among other fields of education, health, population, and others including the capital investment area.

Government affairs in the field of investment is required governmental affairs organized the provincial government and local government district / city, the legal basis referred to in Article 7 paragraph (2) of Government Regulation No. 38 of 2007 on the Division of Government Affairs between the Government, Provincial Government and Regional Government of Regency / City.

One of the local government authority mentioned in Government Regulation No. 38 of 2007 on the Division of Government Affairs between the Government, Provincial Government and Regional Government of Regency / City is Investment.

In Bappeda Bandung organizational structure consists of: 1 Head, 1 Secretary of the Board, Head of Sub-Division 3, 6 Head of Division and 12 Division Head or in other words no less than 23 structural positions, whereas the ASN Law No. 5 In 2014 more set Functional. Law No. 5 2014 On the State Civil Apparatus, Law ASN originated from the expectation to make changes to the existing personnel system, which is regulated in Law Number 8 of 1974 on the Principles of Civil Service as amended by Act No. 43 of 1999. Given Act was eventually passed, some things should be appreciated because it gives a new feel better in the system of human resource management in Indonesia.

ASN Act gives the corridors are quite good in regulating government employees with work agreement (first aid). Agencies that recruit contract with mechanisms that impressed fetched (such as if the company outsourcing / outsourcing or by maneuvering through the manipulation of the budget to pay honorarium) to outsmart the provisions of the Labor Law. Assertions about first aid rule is a way out, because it would separate first-aid provisions of the Labor Law, the Law ASN will be lex of this problem.

Philosophically Act ASN only recognize echelon up to level 2, which is referred to as High Leadership Position. Nonetheless, implicitly, echelon is maintained in the name of the administrative positions. Position Administration consists of administrator (equivalent to Echelon III in the previous system), supervisors (equivalent echelon IV in the previous system), and executing (equivalent to Echelon V and general functional in the previous system).

In practice, the effectiveness of the Regional Development Planning Agency Bandung faced with various problems, including: 1) In terms of achieving the goal, still not optimal determination of RPJMD Bandung, was not timely and extended, because there are still some programs have not been rational, this is not adopting the aspirations of society as bottom-up. 2) Integration with SKPD in Bandung City Government and organizations outside Bappeda Bandung has not been optimally implemented, this affects the formulation of planning of programs / activities to be implemented by SKPD and other organizations outside Bappeda Bandung, there are some SKPD in government Bandung and other organizations outside Bappeda Bandung program / activity plans formulated well while the rest can not be formulated properly. 3) One of the objectives Regional Development Planning Board Bandung set forth in Rule Bandung Mayor No. 410 of 2010 on details Main Duties, Functions, Duties and Working Procedures of Regional Development Planning Board Bandung Article 19 paragraph 4j is compiling material planning the implementation of Standards Minimal Service (SPM) in the city scale for Research, Development and Statistics, but that happened only limited research studies required by the Planning Department in Bappeda Bandung. Studies research and development increased in quantity but the quality of the study has not contributed to the formulation of policy. Over the span of 2010 until 2013 total assessment is based on the results of the auction as much as 73%, the total assessment is based on pure self-management results as much as 17%, and a total review of the results of the self-managed co-operation as much as 10%. 4) There has city marketing plans, activities to attract domestic capital investment and foreign to a city will be more focused and stronger if the effort is part of a comprehensive marketing strategy that city. Bappeda Bandung city yet have a marketing strategy to create an attraction for investment and competitiveness of the city as a place for investment as compared to other cities or regions. Yet its marketing strategy for the city of Bandung can be seen from the absence of market strategy and marketing program of the city. The absence of investment markets strategy Bandung reflected: the unclear investment targets (businesses) are unreliable, not specifically the formulation of differentiation Bandung, Bandung unclear positioning in terms of capital investment.

The ineffectiveness of the Regional Development Planning Board has nothing to do with the organizational structure of the Regional Development Planning Agency Bandung today. Initial observations the authors found indications: 1) In terms of distribution group task execution handle SKPD in Bappeda Bandung, Social and Culture and Welfare, Economy and Finance, Spatial Planning, Infrastructures (physical), Government Sector clearly in the classification so as to generating functions clarity, clarity and clarity of the process output, in contrast to the other two sectors, namely Sector Investment and Development Research and Statistics Division. 2) There optimal role of the Investment Sector placed in a central position in growing investment in Bandung. Functional barriers in institutions BAPPEDA particular investment field have contributed to the factors that impede investment activities in the city of Bandung. Bappeda is a strategic institution in setting the direction and control of urban development, but to Investment in Bappeda Government of Bandung has two tasks at once, namely strategic tasks and operational tasks. Assertiveness scope of the Investment Sector in Bappeda Bandung also become a problem, in practice a lot of capital investment, many investors who make the process of capital investment through the Investment Sector. 3) There is no specific structure task gathering all the monitoring and evaluation of the SKPD that are in the ranks of the Government of Bandung comprehensively and became a live data is accurate and informative for planning further development of Bandung. 4) Readiness Human Resources both in quantity and competence in Bappeda Bandung is not comparable with the amount of work there, such as in the field of Research and Development statistics consists only of one person with the competence as researchers, graduates S2 Biology, whereas the needs of researchers in the field Social Sciences.

To improve the effectiveness of Regional Development Planning Board Bandung as follows : 1) The field in Regional Development Planning Board Bandung, which originally consisted of 6 field, namely: Field of Spatial Planning, Infrastructures, Division of Economic Planning, and Financing, Field Social Planning Culture and Social Welfare, Planning Administration, Division of Research, Development and Statistics, and the Investment Sector, made changes to the organizational structure into 4 Sector, namely : Field of Spatial Planning, Facilities, and Infrastructure, Division of Economic Planning and Finance, Field Social planning Culture and Social Welfare, and Government Planning Department. 2) Capital Investment no longer a part in the organizational structure of the Regional Planning Board of Bandung but formed into work units (SKPD) has shaped the Department of Investment, this is because when done research to Investment in Organizational Structure Development Planning Agency daerah Bandung has great authority, great affairs, a large volume of work, but it is not offset by the amount of human resources in Regional Development Planning Agency of Bandung, in addition to Investment is obligatory in accordance with the Local Government Regulation No. 38 of 2007 on the Division of Government Affairs between the Government, Provincial Government and Regional Government of Regency / City and Law Number 23 Year 2014 concerning the organization of the area, where the obligatory functions and options in the

form of the Department. 3) Field of Research Development and Statistics no longer a part in the organizational structure of the Regional Planning Board of Bandung but formed into work units (SKPD) new and shape of Research and Development, this is because when doing research for Research, Development and Statistics in Organizational Structure Development Planning Agency of Bandung has great authority, affairs big, volume work great, but it is not offset by the amount of human resources in Regional Development Planning Agency of Bandung, in addition to Investment This is a matter of supporting the Region in accordance with Regulation Government 38 of 2007 on the Division of Government Affairs between the Government, Provincial Government and Regional Government of Regency / City and Law Number 23 Year 2014 concerning the organization of the area, where the affairs of support in wadahi in the form of the Agency. Under Regulation No. 20 of 2011 on Guidelines for Research and Development in the Ministry of the Interior and Local Government, also mentioned institutional forms of Research and Development is clearly stated in the form of Agency, Article 60 paragraph (1) which states that: "The local government established a body of research and development as a unit local work no later than two (2) years after the enactment of this ministerial regulation.

3. Conclusion

Law No. 25/2004 explicitly mention the function and role of Bappeda in the context of regional planning. Duties and functions of Bappeda describe a continuous activity performend in a cycle of regional development. Bandung Municipality Regional Development Planning Agency (BAPPEDA) is one of the technical institute in the city government of Bandung. Beginning of formation of Bappeda began when in 1972 the Government of West Java Province Perfecting Agency designer Regional Development Bappemda West Java Province by establishing a Board Designer Development Municipality (Bappemko) and the Designer Development District (Bappemka), which is a planning agency in Indonesia regional and local as well as established by the Province of West Java Governor Decree No. 43 1972.

Structure plays a very important in the running of the organization. Its structure allows an organization to achieve its goals. Organizational Structure Bappeda Bandung that exists today consists of 6 Division, Research and Development entered into Sub-Division in the organizational structure Bappeda Bandung. Investment which is obligatory and one of the local authorities, in Bandung fit into the organizational structure BAPPEDA Bandung in the investment sector. In Bandung Bappeda Organizational structure consists of : 1 Head, 1 Secretary of the Board, Head of Sub Division 3, 6 Head of Division and 12 Division Head or in other words no less than 23 structural positions.

In practice, the effectiveness of the Regional Development Planning Agency Bandung faced with various problems. The ineffectiveness of the Regional Development Planning Board

has nothing to do with the organizational structure of the Regional Development Planning Agency Bandung today.

To improve the effectiveness of Regional Development Planning Board Bandung there are some things that need to be done, including : 1) Field in Regional Development Planning Board Bandung, which originally consisted of (6) field, made changes in organizational structure into four (4) field; 2) Capital Investment no longer a part in the organizational structure of the Regional Development Planning Agency Bandung; 3) Field of Research Development and Statistics no longer a part in the organizational structure of the Regional Development Planning Agency Bandung.

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Author Profile

Sintaningrum, Ph.D in Public Administration, Senior Lecturer at Faculty of Social and Political Sciences, University of Padjadjaran

Riki Satia Muharam, Master Degree in Public Administration, Asisstant Professor at Faculty of Social and Political Sciences, University of Padjadjaran