

## Conference Paper

# Capacity Building: Institutional Reform in Makassar City Government Research Governance

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## Abstract.

The implementation of research activities within the Makassar City regional government often overlaps with tasks and functions. This results in an inefficient and ineffective performance of the Makassar City regional Research and Development Agency as a support for the implementation of regional government affairs in the field of research and development. The purpose of this study is to analyze the extent to which institutional reforms have been implemented in the research governance of the Makassar City government. This type of research is a literature review with a qualitative approach to run a systemic review. This method uses a meta-aggressive approach to synthesize results, which aims to provide solutions to research questions by combining research results. Based on our research, it was concluded that the Makassar City government's research governance has not been effective thus far. This is because there is still a high sectoral ego from the leaders of each regional apparatus to participate in conducting their own research in their organizations. Thus, it is suggested that the Makassar City government immediately carry out institutional reforms through the transformation of the regional Research and Development Agency into the regional Research and Innovation Agency, as mandated by the applicable laws.

**Keywords:** governance, capacity building, institutional reform

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## 1. Introduction

The big wave of bureaucratic reform policies launched by the Central Government has major implications in the context of Indonesian governance. The policy of simplification or simplification of the bureaucracy to increase the efficiency and effectiveness of the government apparatus is the main energy being echoed by the Central Government at this time (Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 25 of 2021).

Institutional reform is needed to change or improve the existing system so that it can function effectively and efficiently when facing the challenges and demands of the times. Institutional reform plays an important role in improving the existence and implementation of an organization's tasks. The importance of these institutional reforms

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demonstrates the need for commitment from stakeholders, government leaders, and society to make necessary changes so that public institutions can function better and provide greater benefits to society.

Institutional reform helps public institutions to become more responsive to social, economic, and political changes. In an era that continues to change rapidly, institutions that are unable to adapt can be left behind and become ineffective in carrying out their duties. Organizational development plays an important role in helping organizations change themselves through a well-planned strategy and with predictions of problems that are likely to be overcome through the solutions provided Boedhi, [1].

Organizational development also helps the organization to be able to find out the various weaknesses that the organization has with the aim of rebuilding the strategy, structure and processes that have been carried out so far. Organizational development also helps organizational members to better understand changes and manage the assumptions and values that underlie organizational performance. Through organizational development, processes, systems, and internal structures can be improved to achieve higher efficiencies.

Keban [2] revealed that the rationale for capacity-building programs for district/city governments in Indonesia can be identified through the main dimensions of organizational development. First, the policy dimension includes strategic planning and public policy analysis. Second is the dimension of organizational design, namely an effort to formulate institutional structures and processes based on strategic plans and development policies, and the need for public services by prioritizing the principles of differentiation, formalization, and proper distribution of authority. The management dimension is an effort to achieve development policy goals and public services by implementing managerial skills and applying effective leadership patterns. Fourth, the accountability dimension is an effort to prioritize responsibility to local communities or customers in the process of determining strategic plans, policy formulation, organizational design, and management based on legal and political accountability. Fifth, the moral dimension and work ethics, namely, an effort to use basic human values.

Milen [3] further suggests that one of the strengthening of the organization is to focus on processes and structures that can influence how the organization sets its goals in compiling and organizing its work in an incentive manner. A good and appropriate organizational structure can address the challenges faced by an organization.

Grindle [4] comprehensively revealed that capacity building is seen as a variety of strategies, including dimensions, focus, and various activities. The dimensions of capacity building include three aspects. First, the dimensions of institutional reform

focus on institutions, systems, and macro structures, while the types of activities include rules of the game of economic and political regimes, changes in policies and laws, and constitutional reforms. Second, the dimension of human resource development focuses on the availability of professional and technical personnel, whereas the types of activities include training, payroll systems, working conditions, and recruitment. Third, the dimensions of organizational strengthening focus on management systems, improving the performance of specific tasks and functions, and microstructure, while the types of activities include incentive systems, personnel utilization, leadership, organizational culture, communication, and managerial structure.

One of the policies contained in the wave of bureaucratic reform was the policy of integrating all government institutions/agencies that carried out the functions of research, development, innovation, and science and technology, which were directly orchestrated by the president. Likewise, it is hoped that there will be policies that can revitalize scientific work to support the scientific basis of national development as well as policies that place work results based on scientific methods as the foundation for the birth of government policies.

Based on existing regulations, the Regional Research and Development Agency (RRDA) City of Makassar was formed as a single and one-stop support function for Regional Government affairs in the field of research and development, as mandated by Law No. 23 of 2014 concerning regional governments. Furthermore, it is also included in Government Regulation Number 18 of 2016 concerning Regional Apparatuses and Minister of Home Affairs Regulation Number 5 of 2017 concerning Guidelines for Nomenclature of Provincial and Regency/City Regional Apparatuses Carrying out Supporting Functions for the Implementation of Government Affairs.

However, until now, the implementation of research and development activities within the Regional Government of Makassar City as mandated by laws and regulations has not been effective in carrying out the function of one-door research and development activities because each Regional Apparatus within the Regional Government of Makassar City also performs activity functions. and development. The impact of the implementation of research and development activities that are not carried out on one door by the Makassar City RRDA is the occurrence of overlapping tasks and functions between regional apparatuses and inefficient and ineffective performance of the Makassar City RRDA as a support for the implementation of local government affairs.

Since its establishment, there have been many research and development activities issued by the Makassar City RRDA. However, the problem in this case is that very few

results from research and development activities are utilized in local government policies. Non-recommendations often appear as the main reason for the lack of utilization of the results of activities and development because regional apparatuses in the Scope of Makassar City as the main users of the results of research and development activities feel that the recommendations produced by the Regional Research and Development Agency for Makassar City cannot be utilized optimally on the grounds that the results are not appropriate targets, often late in distribution and inappropriate quality.

So far, the Makassar City RRDA has not been able to respond to the needs of other regional apparatuses to provide the scientific basis needed for the creation of policies. Thus, the desire for a regional apparatus resulted in low trust in the Makassar City RRDA and, in the end, they took the initiative to carry out their own research and development.

However, the implementation of R&D activities is not sustainable. This is because of the absence of a master plan and road map for the advancement of science and technology as a reference in research and development activities every year.

Institutional reforms create spaces for innovation and development. By exploring best practices, introducing new technologies, and driving positive changes, reforms can stimulate creative initiatives and innovation within public institutions. This helps to ensure that these institutions remain relevant and effective in meeting future challenges. Based on the background described above, the research question is "how are the institutional reforms in the research governance of the Makassar City Government?"

## 2. Methods

This type of research is a literature review with a qualitative approach to a systemic review. This method is used to synthesize (summarize) the results of primary research, which are descriptive qualitative in nature, with the aim of integrating the data in order to obtain new theories or concepts at the level of in-depth and thorough knowledge Perry Hammond, [5].

The steps for a qualitative systematic review are: (1) formulation of research questions, (2) performing a systematic literature search, (3) filtering and selecting articles deemed suitable for researchers, (4) carrying out the stages of analyzing and synthesizing the findings, (5) using quality control (quality control), and (6) compiling a final report Francis & Baldesari, [6].

This method uses a meta-aggressive approach to synthesize results, which aims to provide solutions to research questions by combining the results obtained as a whole (summarizing). When conducting a meta-synthesis (synthesis of qualitative data), there

were two approaches, namely, the approach with the terms meta-aggression and meta-ethnography Lewin, [7].

The theory used as an analytical tool in this study is the theory of Grindle [4] which comprehensively reveals that capacity building can be seen in three dimensions, namely the dimension of institutional reform, the dimension of human resource development, and the dimension of organizational strengthening. However, this research is more specific to only one dimension, namely institutional reform. The selection of these dimensions is considered the initial foundation for developing the capacity of the organization and all elements within it.

### 3. Results and Discussion

Each region has unique characteristics, resources, and potential that can be developed for its own advancement. Regional autonomy allows regional governments to plan and implement development programs in accordance with their local conditions and potential. Law No. 23 of 2014 concerning the Regional Government has clearly divided the authorities owned by the central government, provincial regional governments, and the authorities owned by district/city regional governments in administering regional government. This authority is divided into a division of government affairs, which consists of absolute government affairs, concurrent government affairs, and general government affairs.

Absolute government affairs are those that are fully under the authority of the Central Government, consisting of Foreign Policy affairs, defense affairs, security affairs, judicial affairs, Monetary and Fiscal affairs, and religious affairs. Concurrent Government Affairs are divided between the Central Government and provincial and district/city regions. The affairs of the concurrent government handed over to the regions became the basis for implementing regional autonomy. General government affairs are government affairs, which are the authority of the president as the head of the government.

Regional apparatus is an element of regional administration in the implementation of autonomy and co-administration. The main basis for the formation of regional apparatuses, as explained in the elucidation section of Government Regulation Number 18 of 2016, is that government affairs are handed over to regions consisting of Mandatory Government Affairs and Optional Government Affairs, as previously explained.

The RRDA was established to support the supporting function of government affairs in the field of research and development in provincial and district/city governments. Law Number 23 of 2014 and Government Regulation Number 18 of 2016 state that

government support affairs in the Research and Development sector are regional work units that provide services for other regional apparatuses that require a scientific basis for the results of research and development to support policies to be taken respective regional apparatus.

The Makassar City RRDA was formed through Makassar City Regional Regulation Number 8 of 2016, concerning the Formation and Structure of Regional Devices. Material related to regional apparatus carrying out supporting functions for regional government affairs in the field of R&D.

Furthermore, in Makassar Mayor Regulation Number 112 of 2016, it is stipulated that the Makassar City RRDA is a regional apparatus within the Makassar City Government Environment that carries out supporting functions for regional government affairs in the field of research and development led by the Head of the Agency, who is responsible for answering the Mayor through the Regional Secretary of Makassar City.

Based on laws and regulations, the RRDA City of Makassar was established as a regional apparatus to support regional government affairs in the fields of research, development, study, and application. The main research and development activities organized by the Makassar City RRDA consist of research, study, development, engineering, implementation, operation, and policy evaluation. In addition, the Makassar City RRDA supports research and development, including facilitation, advocacy, assistance, supervision, and education.

The implementation of R&D activities organized by the City Government of Makassar has not complied with the mandate of the laws and regulations that mandate the implementation of one door. Although the Makassar City Government already has the Makassar City RRDA, research with the same theme is often found between agencies (overlapping) within the Makassar City Government Scope, and there is no one-door coordination within it. The Makassar City RRDA is still not at the forefront of the Makassar City Government Think Tank Institution. This role is still weak in determining the direction, strategy, and policy of regional development.

As a reference material for conducting research and development, the RRDA City of Makassar should prepare a master plan and a road map for the advancement of information as guidelines for research and development activities, so that the direction of research and development is more focused. However, until now, a master plan and road map for advancing this information have not been formed, so it is very difficult to determine the direction of future research and development.

TABLE 1: Makassar City Regional Apparatuses Performing Research and Development Functions.

No	Regional Device Name	Subdivision Name	Types of Research and Development Activities
1	Public Health Office	Surveillance and Immunization Section	Public Health Development Index
2	Department of Population and Civil Registration	Population Data Processing and Presentation Section in the Population Administration Information Management Sector	Community Satisfaction Index
3	The regional Secretariat	Economic and Development Section	Research Study of Workload Analysis and Employee Needs of Regional Companies in Makassar City Slaughterhouse Companies
4	Education Authorities	education authorities	Community Satisfaction Index
5	Governance Section	District Office	Community Satisfaction Index
6	Office of Population Control and Family Planning	Office of Population Control and Family Planning	Community Satisfaction Index
7	Regional Financial and Asset Management Agency	Regional Financial and Asset Management Agency	Regional Regulation on Regional Financial Management
8	Social Services	Social Services	Community Satisfaction Index

Source: Makassar City Regional Research and Development Agency

#### 4. Discussion

One of the pillars of Indonesia’s 2045 development is human development and mastery of science and technology, with the aim of achieving competitive national and regional development. The emergence of Law No. 11 of 2019 concerning the National System of Science and Technology has brought new enthusiasm to the development of research and innovation in Indonesia. This research-related policy concerning job creation is also reaffirmed in Article 121 of Law Number 11 of 2020. On the other hand, Law Number 9 of 2015 concerning the Second Amendment to Law 23 of 2014 concerning Regional Government states that research and development is the authority of regional governments.

The implementation of research and development in these regions is often not in line with the expectations of establishing a Regional Research and Development Agency, as envisioned in laws and regulations. The Regional Research and Development Agency is still unable to produce outputs as a basis for policymaking by local governments.

The lack of regional research and development institutions is also experienced by the Makassar City RRDA.

Since the establishment of the Makassar City Research and Development Agency in 2017, policymakers have questioned its role in the production of evidence-based recommendations. The results of research and studies compiled as policy recommendations have not been properly utilized. The RRDA itself plays an important role in formulating policies and providing recommendations based on research and scientific studies (Research-Based Policy).

However, the presence of Presidential Regulation Number 78 of 2021 concerning the National Research and Innovation Agency can further strengthen the position of the RRDA, especially in Makassar City, in carrying out its duties and functions. The Presidential Regulation stipulates that the RRDA must be transformed into a regional Research and Innovation Agency. In addition to the nomenclature transformation, it is also emphasized that there are changes in tasks and functions that are more comprehensive and integrated, so that it is expected to be able to increase the utilization of research and development results. In Presidential Regulation Number 78 of 2021, the RRDA is targeted to become a source of regional science-based policy that can provide policy recommendations based on research and scientific studies and orchestrate and organize integrated research, development, study, application, invention, and innovation activities. and good research governance in the region.

The mandate for the transformation of the role of research institutions will influence policies related to research and innovation in these regions, especially in Makassar City. The potential that exists in Makassar City will enable the production of evidence-based recommendations and can be used as a basis for policy formulation in Makassar City. The urgency of forming a Regional Research and Innovation Agency is a challenge for the regional government of Makassar City.

An understanding of the formation of a regional apparatus can be traced from the concept put forward by Mintzberg [8] regarding organization, stating that in the organizational structure, there are regulations, duties, and formal relations of authority. This authority relationship regulates how people work together and use existing resources to achieve organizational goals.

Support from various parties and a conducive policy climate are required to build a quality research body. The role of the Regional Head and the RRDA is to spearhead the initiation of the transformation of the RRDA into the Regional Research and Innovation Agency as a source of science-based policy.



There needs to be regional regulation related to the establishment of the Makassar City RRDA. With the legal force of the Regional Regulation concerning the Regional Research and Innovation Agency for the City of Makassar, it is hoped that it will be used as a basis for carrying out higher-quality development planning to solve problems and accelerate regional development targets for the City of Makassar.

The birth of Presidential Regulation Number 78 of 2021 became a legal fact that brought about a change in regulations regarding the existence of regional apparatuses that support regional government affairs in the field of research and development. This change must be understood as a legal signal for regional governments to immediately make adjustments based on the legal norms clause contained in the Presidential Regulation. Changes contained in the Perpres must be responded to immediately by making changes to legal instruments, especially those governing regional apparatus in regional apparatus organizations in the local government. This is done in an effort to guarantee legal certainty and benefits in regional administration.

The changes contained in Presidential Regulation Number 78 of 2021 provide juridical validity in changing regulations governing the formation of regional apparatuses that carry out supporting functions for regional government affairs in the fields of research, development, study, and application as well as inventions and innovations in the regions. Amendments to the clauses of laws and regulations governing regional apparatuses that carry out supporting functions for regional government affairs in the fields of research, development, study, and application, as well as inventions and innovations in this area, are the basis for understanding the juridical issues contained in the regulations governing Makassar City Regional Research and Development.

## 5. Conclusion

The Makassar City Government's research management has not been effective so far. This is because of the high sectoral ego of the leaders of each regional apparatus within the Scope of the Makassar City Government, making it difficult for the Makassar City Research and Development Agency to integrate one door.

The Makassar City Government must immediately carry out institutional reforms, in this case the transformation from the Makassar City RRDA to the Makassar City Regional Research and Innovation Agency, as mandated by Presidential Regulation Number 78 of 2021, concerning the National Research and Innovation Agency. This effort is very comprehensive in realizing the implementation of supporting functions for regional government affairs in the field of R&D that are integrated into one door by the

Makassar City Regional Research and Innovation Agency. Thus, regional apparatuses within the Makassar City Government who require research and innovation activities in their organizations will then coordinate with the Makassar City Regional Research and Innovation Agency as the leading sector to place orders for these activities to carry out research and innovation, and the results will be reported to the regional apparatus in need.

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