ABSTRACT

In Government Regulation No. 18 of 2016 has explained that the organizational restructuring process of regional apparatus is a process that has gone through the stages and roles that apply. Then, regional readiness in conducting institutional arrangements, so that the downsizing and fattening of the organization has an impact on the renewal of the organizational structure and renewal of field affairs which ultimately the organization can increase / decrease. The object of the research used was organizational restructuring in Dharmasraya Regency. This study uses the theory of Robbins (1994) which describes the related work, departmentalization, chain of command, range of control, centralization and decentralization and formalization. To find out the factors that influence organizational restructuring, researchers use indicators of formal rule approaches, performance evaluations, political processes and human resources and apparatus. This study uses descriptive qualitative methods. Data collection techniques are carried out by direct interviews, indirect interviews and interpretation analysis of document documentation, reports, and other supporting documents. The results of this study are that the restructuring process of regional apparatus organizations in Dharmasraya Regency is still largely supported by financial and budgetary factors, human resource factors or regional government apparatus, legislation factors, and political factors. In this study it can be concluded that the Dharmasraya District Government is still weak in the level of delegation of authority, the organization is still very poor in structure, and fattening is too large. Therefore, the factors that greatly influence the process of restructuring the regional apparatus organization in the Dharmasraya District Government are political interests and their implementation is political in nature.

INTRODUCTION

The implementation of regional autonomy provides flexibility for local governments to develop regional organizations. The main basis for the preparation of regional instruments in the form of an organization is the existence of government affairs which are the authority of the region, which consists of compulsory affairs and elective affairs, but does not mean that every handling of government affair must be formed into a separate organization.
The nature and purpose of granting regional autonomy, one of which, is to bring the government closer to public service. This, of course, requires the giving of greater authority to the unit of government area which is relatively close to the community, in this case, the Regency / City Regional Government. Regency / City Regional Governments are required to be able to know, understand and understand the desires and needs of their people.

In a government organization, success or failure in the implementation of tasks and administration, influenced by leadership, through leadership and supported by adequate government organizational capacity, the implementation of good governance will be realized, whereas leadership weakness is one reason collapse of institutional performance in Indonesia (Istianto, 2009).

The decentralization approach currently applied in Indonesia is strongly influenced by the various failures of a centralized approach that have given rise to various forms of social and economic inequality found in society. This can be seen from the widening gap between rich and poor, between cities and villages, between economic and regional sectors.

The problem faced by Regional Governments throughout Indonesia relating to the implementation of regional autonomy is the problem of bureaucracy. Bureaucratic reform in the regional government is an absolute requirement in the creation of good governance (good governance) which is an important and fundamental issue of the change in the nature of autonomy.

One important aspect that wants to be fulfilled concerning the change in the bureaucratic system is through the re-arrangement of the Regency/city government regional organizational instruments. District / City Governments are required to be able to carry out restructuring, which is stipulated through Regional Regulations, taking into account certain factors and referring to Government Regulations.

The restructuring of the Regional Devices Organization of the Regency / City Government is expected to be able to bring about a change in the paradigm of the Regional Government in Indonesia. The organizational structure of the regional apparatus is an important basis because the structure of the local government will be built upon. Therefore, the restructuring of regional organizations is closely related to the effectiveness of decentralization and regional autonomy by regional governments.

The Government has issued Regulation of Presidential Regulation No. 18 of 2016 concerning Regional Device Organizations. Basically, the Government Regulation intends to provide clear direction and guidance to the Regional Government in organizing an efficient, effective and rational organization in accordance with the needs and capabilities of each region as well as coordination, integration, synchronization and simplification and institutional communication between the Government and the Government Area.
The new Regional Government that is currently developing is Dharmasraya Regency, this district is the result of the expansion of Sawahlunto / Sijunjung Regency which was officially opened on 7 January 2004 by the President of the Republic of Indonesia symbolically at the State Palace. Formed under Law Number 38 of 2003 concerning the Establishment of Dharmasraya District, South Solok Regency and West Pasaman District in West Sumatra Province which was inaugurated by the Governor of West Sumatra on behalf of the Minister of Home Affairs on 7 January 2004.

The factor of human resources or local government apparatus of the Regency of Dharmasraya was a problem in the process of forming and structuring the organization of new regional apparatus, structuring the organization of the regional apparatus based on PP No. 41 of 2007 and Presidential Regulation No. 18 of 2016 concerning Regional Device Organizations (OPD). However, the Dharmasraya Regency Government is very short of HR / Apparatus to fill Structural and Functional positions. At present there is a lot of improvement in institutional status, separation and formation of new OPD, which then Status of Office becomes Agency, Agency becomes Service and also Service previously merged and then separated into new Service even the Office is incorporated into one.

To carry out effective organizational functions, the structural positions in the OPD must be filled by experienced officials so that they can carry out the existing tasks and functions, and human resources or regional government apparatus must also be available. Everyone in the organization is grouped according to their respective duties and functions, which means that employees with the same job are grouped in a part of the organization and led by the same boss (Hari Lubis, 1987).

Then Hari Lubis added that the organizational structure provides an explanation of the duties and responsibilities of each position in the organization. Position names and lines of authority (lines of authority lie on the same line, but contrary to the reporting line), show the scope of duties and responsibilities of each position. In addition, the allocation of tasks and responsibilities can be made in detail using job descriptions.

According to Handoko (2008), the division of labor is a written statement that describes the functions, tasks, responsibilities, authorities, working conditions and certain other aspects of work. Division of work serves to train employees and provide opportunities for employees to maximize their abilities. Or in other words, the division of labor makes people work effectively.

Dharmasraya Regency is one of the potential districts in West Sumatra Province. Most of the land use in Dharmasraya Regency is for the agricultural sector to reach 88.26% where the plantation land is the largest reaching 50.30% while the land for rice fields is 2.70%.
The structure required by the Regional Government of Dharmasraya Regency is a leaner, flexible structure in the sense that it can provide space, not centralized (decentralization), which enables synergy, professionalism among bureaucrats, and the creation of solid teamwork not dependent on one or a group of individuals in a mutually supportive bureaucracy.

Based on the background stated earlier, the research will formulate a problem, namely (1) How is the Organizational Restructuring Process in the Regional Government of Dharmasraya Regency? And also (2) What factors influence the restructuring process of the dharmasraya district government organization?

LITERATURE REVIEW

1) Organization

According to Robbins (1994), Successful organizations are organizations that require employees who are able to act beyond their public work duties or provide performance that is beyond estimates. The facts show that organizations that have employees who have good Organizational Citizenship Behavior (OCB) will have better performance than other organizations that do not have it.

The OCB approach identifies organizational member behavior with citizenship behavior. The existence of OCB is the impact of individual beliefs and perceptions in the organization on fulfilling psychological agreements and contracts. This behavior arises because of the feelings of individuals as members of an organization who have a sense of satisfaction when they can do something more than an organization (Wulan, 2005).

The organization is a social unit or social entity established by humans for a relatively long period of time, consisting of a group of humans - a minimum of two people, having activities that are coordinated, organized and structured, established to achieve certain goals and have an identity that distinguishes one entity from other entities.

Furthermore, in the organization, it is necessary to design an organization. Organizational design is the compilation or change of organizational structure. There are six elements that need to be considered by managers when designing the organizational structure. Robbins has explained the six elements including:

1. Work specialization
2. Ministry
3. Chain of command
4. Control range
5. Centralized and decentralized
6. Formalization

With a clear organizational structure, the components and supporting positions of the organization can be clearly described. In addition, the structure also describes coordination activities and the authority possessed by organizational units.

2) Organizational Restructuring

Bennis and Mische stated that restructuring was a process to change organizational culture and create processes, systems, structures, and ways just measure performance and success. This opinion illustrates that restructuring is not only about changes or restructuring of organizational structures, but also emphasizes changes in organizational behavior and culture and formulates new mechanisms for determining performance indicators and success indicators.

In principle, organizational restructuring is an effort to restructure or a process of changing organizational culture in creating new processes, systems, structures and ways of measuring performance and success. In the context of the organizational restructuring of regional apparatus, these efforts are related to vision and mission with the form and structure of the organization and adhere to its basic principles, namely the creation of effective, efficient, responsive, transparent and accountable work productivity in conducting services to the community.

The definition as mentioned above is almost the same as other meanings, namely the understanding of reinventing. The concept of reinventing government, at first, aroused suspicion that the task duties contained in the realm of government would be privatized so that bureaucrats experienced shortages of work. Though the main idea of this concept is to explain the new paradigm in governance (structure). Many parties think that changing roles will weaken the government, but what happens is precisely the opposite.

In the concept of reinventing government, the reduction of bureaucracy is done in ways that are commonly practiced by the business world, for example by making changes to the incentive system, changing the organizational structure, changing the government administration system and so on. Each Regional Government can do pruning indifferent matters, according to the problems faced.

Furthermore, David Osborne and Peter Plestrik also explained that the key to success of reinventing government lies in:

1. Decentralization of authority to government units respond to the level of low government.
2. Reassessing what should be done immediately and funded, what needs to be funded without having to do it, and what does not need to be funded and carried out.
3. Downsizing public services and privatizing and privatizing activities.
4. Consider ways to provide services more effectively according to costs, such as external contracts, market mechanisms, and revamping services to users.
5. Customer orientation, including explicit quality standards for public services.
6. Benchmarking and work measurement.
7. Reforms designed to simplify regulations and reduce costs.

David Osborne and Peter Plestrik, assume that even though the reinventing government is a form of government reform, it does not mean that the reform is interpreted as reorganization, or merely eliminating waste, fraud, and fraud and also downsizing the government or a privatization process, but a change concerning goals, incentives, accountability, distribution of power and culture.

The organization of bureaucracy cannot be equated with structuring the organization in general. According to Weber, this is due to several characteristics: first, there is a specialization or division of labor; second, concerning developing hierarchies; third, the existence of a system of procedures and rules of rules; fourth, there is an impersonal group relationship; fifth, there are promotions and positions based on skills.

Weber's opinion gives the conclusion that work specialization is needed related to the complexity of problems that cannot be solved by a separate work unit. Division of work requires the aspect of accuracy between implementing institutions with these types of authority and the balance of workload distribution in each institution. The hierarchy is intended to divide the degree of authority, command, and responsibility.

Sedarmayanti explained that organizational architecture includes 3 elements of organizational design as the main determinant of the success or failure of the organization, namely: first, the establishment of authority, main tasks and functions and responsibilities; second, commensurate remuneration; third, evaluation of indicators or performance measurements for individuals or organizational units. In managing the strategy and organizational structure, what must be considered is the appropriateness of the functions of the organization in the field of business, the creation of competitive advantage, and the preparation of self to increase demand in an increasingly complex world.

In the package of implementation of the regional autonomy policy, the foremost demand for Regional Government is to restructure in accordance with the expansion
of the authority it receives. The effectiveness of the implementation of decentralization and autonomy is the main objective of the implementation of restructuring, where the pattern of management of the Regional Government will be carried out above the structure of the structure.

For the preparation of regional organizational models based on the vision, mission and authority of the Region can be seen in the following figure:

Gambar 1.1

Regional Organizational Development Model above means Organizational changes can occur unplanned or spontaneous and can also occur in a planned manner. The planned change is a direct reaction to the real situation of the organization compared to the goals of the organization. It can be seen from the division of authority-affairs that leads to long and medium-term Mission, Strategy and Programs.

RESEARCH METHODS

The method used in this study by using qualitative methods where the research that produces discovery findings or other procedures in research that will produce descriptive data in the form of speech or writing and so on that supports the research process.

Qualitative research methods are usually referred to as naturalistic research methods because the research is carried out on natural conditions (natural settings), also called qualitative methods because the data collected and the analysis are more qualitative (Sugiyono, 2014).
The location of this research will be conducted in Dharmasraya District, West Sumatra Province. The determination of the location of this study intends to give a clear picture of where the object of this research was conducted.

The type of data in this study is primary data and secondary data. Primary data in this study were obtained through interviews directly with informants and through questionnaires. When conducting interviews, researchers are assisted by interviewing tools, namely interview guides. In addition, by distributing the questionnaire according to the topic of study to the respondents.

Secondary data is data obtained in the finished form in the form of publications. Secondary data in general in the form of evidence, records, or historical reports that have been arranged in a published archive.

RESULTS AND DISCUSSION

1) The Process of restructuring the district Dharmasraya

The structuring theory in the organization describe by Robbins (2007) is able to explain the problems of the restructuring process in the Dharmasraya district government. In formulating good institutional forms and systems, in accordance with regional conditions, there are several indicators that can be used as the basis for this analysis. These indicators, in general in the context of the restructuring of regional organizations that are commonly used are the amount of workload or affairs that are the authority of the region; the condition of human resources; regional financial capacity; and other resource conditions.

a) Work specialization

The SKPD that has been formed and streamlined in Dharmasraya district has its placement adapted in concurrent Government affairs. Thus, institutionally each organizational unit and sub-unit within an organization is focused. There are 5 categories of functional assignments including 1) Central Government Affairs. 2) Supporting Affairs. 3) Supporting Affairs. 4) Mandatory Affairs and 5) Regional obligatory affairs.

The role of the specialization of work or specialization of this task is very closely related to the work placement of an employee by adjusting the needs of the organization. The Dharmasraya District Government in placing employees has adjusted their existing needs and it can be seen from the employees' focus in working and completing their work. The results of the study show that all employees are always focused on completing their work and when dealing with work they are always looking for the best way to solve it.
In general, work specialization is stated that individual skills and abilities carried out in each position have been carried out to fulfill the category or specialize in a position. Therefore, this indicator means that some employees are considered to understand the main tasks and functions of each position in an organization.

b) Ministry

This department is meant by the size of the authority possessed by a region, which in addition has implications for the size of the workload that must be carried out by the Regional Government institutions, also has an impact on the size of human resource needs and management of the organization.

The merging and downsizing of regional organizations are not merely limited to the wishes of the apparatus and leadership. Instead, an area needs to accommodate each of its affairs. Everything is technically set in government regulations, but will it keep in mind that the needs of organizations in the area should be supported and understood by the Central Government. The central government is only limited to seeing global glasses.

The right principle of function and rightsizing based on workloads that are in accordance with the real conditions in each region has not yet been found, so that it requires the Central Government to re-map and determine indicators that are consistent, both with general and technical variables. And can greatly help the administration of government with himself, so that a lot of community affairs are neglected.

c) Chain of Command

As stated earlier that centralization shows the division of power according to levels (hierarchy) in the organization. Judging from the location of decision making and structure hierarchy, it can be distinguished between decisions made at the top hierarchical level and decisions made at the hierarchical level are lower, decision making at the level of the lower hierarchy is called decentralization.

So the researchers concluded, a delegation of authority to subordinates is very important because the subordinates actually know more directly the needs of the community. Delegation of authority to subordinates will stimulate the emergence of innovations that develop from subordinates who carry out work related to the community. The impact is the emergence of the high, more committed and more productive subordinate workforce.
d) Control range

Each unit is no more than 3 units, while for the sub-unit is also the same as the composition of 3 sub-units. Thus, many units and sub-units are formed based on:

1. Central Government Affairs are divided equally to the Provincial Government, and the Provincial Government evaluates matters in the region. So that there are a merger and downsizing of the organization.
2. The abolition of organizations and the organizational merger is carried out in order to see regional financial capacity and accommodate regional potential. So, some organizations experience an increase and decrease in the type of organization. Until the establishment of a new SKPD that combines each business.
3. Finally, changes in SKPD status, in this case, the status improvement from the Agency to the Office makes the position of the organization represent the overall affairs and authority of the Central Government. Therefore, the nomenclature of SKPD was found to be fat and very broad in its authority.

e) Centralized and Decentralized

It is affirmed in this PP, in the event that the Minister or governor as the representative of the Central Government agrees with the repair order, then the Regional Regulation must be refined by the Regional Head together with the DPRD before promulgation. In the event that the Regional Head promulgates a Regional Regulation that does not get approval from the Minister for Provincial Apparatus and from the Governor as the representative of the Central Government to the Regency / City Regional Apparatus or Regional Regulation is not defined by the Regional Head together with the DPRD as referred, then the Minister or governor cancels the Perda as intended. This Government Regulation stipulates Regional Devices in 3 (three) types, namely:

1. **Type A** consists of Regional Secretariat, Secretariat of DPRD, Inspectorate, Office, Agency, and District.
2. **Type B** consists of Regional Secretariat, DPRD and Inspectorate Secretariat, Office, Agency and District.
3. **Type C** consists of Regional Secretariat, DPRD Secretariat and Inspectorate, Service, and Agency

f) Formalization

In general, it is true that simple and repetitive jobs are more suited to high formalization, but the greater the professionalism of a job, the less likely it is to be
formalized high. Different formalization is not only in the case of work being unskilled or professional but also at the level of the organization and functional department. Employees at a higher level in the organization are increasingly involved in activities that are less repeatable so that unique skills and solutions are needed, such as tasks carried out by the Head of the Regional Office and Technical Institutions (Agency and Office), especially in the era of regional autonomy, creativity and initiative in carrying out their duties.

For this reason, the Dharmasraya District Government in accommodating existing organizations, as a whole, is right and in accordance with the needs of regional organizations. Both from workload and function, institutional arrangements have been carried out, as referred to with PP No. 18 of this new 2016. Then local government organizations have been aimed at achieving organizational effectiveness and efficiency. This has been done by way reorganize the organizational structure for the better.

B. Factors affecting the Organizational Restructuring Process of the Regional Government of Dharmasraya Regency

When the process of restructuring the Regional Government Organization is underway there are several factors that influence this. This factor was very dominant because it was taken into consideration in the implementation of restructuring in the Regional Government of Dharmasraya Regency.

a) Formal Rules

The formation of regional apparatus considers the factors of the area, population, regional financial capacity and the amount of workload in accordance with Government affairs that are submitted to the regions as mandatory mandates for each region through the regional apparatus.

At the beginning of the process of establishing regional organizational organization policy arrangements in Dharmasraya Regency, the organization of regional apparatus organization was based on PP No. 41 of 2007. In line with this, the Laws and Regulations on Regional Government and implementing regulations on regional institutions often change. From the birth of Law No. 22 of 1999 concerning Regional Government followed by PP No. 84 of 2000 concerning Guidelines for Regional Device Organizations, then less than 3 years are applied and replaced with PP No. 8 of 2003. Furthermore, Law No.32 of 2004 concerning Regional Government as a substitute for Law No. 22 of 1999 which was also followed by the issuance of PP No. 41 of 2007 concerning Regional Device Organizations, and the last with the issuance of PP No. 18 of 2016 concerning Regional Devices.
b) Performance Evaluation

Workload according to the Ministry of Empowerment of State Apparatus (2007: 7) is a collection or a number of activities that must be completed by an organizational unit or hold a position within a certain period of time. To find out the factors that influence aspects of performance evaluation, the researcher continues this analysis by dividing the 3 aspects of the aspect. Namely the aspect of workload, then the division of labor and work placement, as well as grouping according to function.

Researchers discuss further questions to respondents to measure whether there are any influences and relationships from respondents' answers that is. Below are explained each aspect analysis.

1) Workload

The study section was very important and an internal SKPD team already handled the issue. Thus, each SKPD feels that they already know their position in the institutional evaluation role. The institutional arrangement is not an issue that is only limited to adding and streamlining the organization. Rather, the institutional arrangement also affects the lives of many people. In this case, the government, structural and functional civil apartments also become their career paths. So that the performance allowance and Great of each position are also fair in the evaluation. So, researchers also expect that the role of studies such as the Position Competency Standards needs to be done in order to find out the composition and position competencies measured from the Tupoksi, study background and skills of the apparatus.

2) Division of Work and Job Placement

Organizational nomenclature that has been made, has the authority of affairs of two or more (double). So that the respondent answered that they still did not cover questions and duplicate tasks that occurred to employees.

3) Grouping by Function

Theoretically and regulations exist, evaluation of performance in the case of the Office of the region is implementing a core function (operating core) who perform their duties and functions as an auxiliary Regional Head in carrying out the functions set up and administer the appropriate areas of government affairs were delegated to the regions, both obligatory and affairs of selection.

c) Political Process

With consideration to implementing the provisions of Article 232 paragraph 1 of Law Number 23 the Year 2014 concerning Regional Government, President Joko
Widodo on 15 June 2016 signed Government Regulation Number (PP) 18 of 2016 concerning Regional Devices. In the PP it was explained, that the Device Regions are elements supporting the Regional Head and the Regional People’s Representative Council in administering Government affairs that are the authority of the region.

Formation of regional apparatus, according to the PP, carried out based on the principle:

a. Government Affairs which are the authority of the region;
b. The intensity of Government Affairs and regional potential;
c. Efficiency;
d. Effectiveness;
e. Distribution of tasks;
f. Control range;
g. Clear work procedures; and
h. Flexibility.

Existing regulations and from the availability of the budget described. Political promotion and polemic of the Regional Government, should the role of performance allowances and job performance be fair in the process of restructuring the Regional Government organization. So, regulations related to ASN are our shared hope to provide an answer bureaucratic reform for the better.

d) Human Resources

In the context of the process of organizational restructuring and institutional arrangement, human resources both individually and in HR management that is implemented will influence the institutions formed. Quality human resources will reduce the size of the organization that will be implemented as well as the pattern of professional HR management, starting from the recruitment process, the development of employees to retirement will affect the existing organizations.

The size of the authority possessed by a region, besides having implications for the size of the workload that must be carried out by regional government institutions, also has an impact on the size of human resource needs and management. Therefore, to do that, the availability of human resources and management systems must be considered in relation to regional readiness to carry out the various authorities they have, so that in the process of organizational restructuring the regional apparatus becomes the most important part.

At the beginning of the organization of regional apparatuses in the Dharmasraya District Government, there were still very shortages of apparatus human resources to fill in existing structural positions because there were many institutional status
improvements, separation, and formation of new regional apparatus organizations, for example from the Office to the Agency and also the previous Service merged then separated into a new Service. To carry out effective organizational functions, the structural positions in the organization of the regional apparatus must be filled by experienced officials so that they can carry out the existing duties and functions.

Furthermore, the deployment of employees to carry out the tasks of each organizational unit there is no clear measure so that the number of employees needed by each work unit does not have definite criteria and size. There is a work unit that has a considerable workload but is not supported by an adequate number of employees and vice versa there is a work unit that only has a small workload but has excessive employees. In addition, in the placement of employees, they also do not pay attention to the educational background, work experience and technical education that has been followed or in-depth study of job analysis.

Of course, to occupy echelon positions, there are terms and conditions. The condition of existing human resources is also a consideration to determine the people who will occupy these positions. The results of the research in the field revealed that most of the echelon officials were taken from outside the Dharmasraya Regency Government because civil servants who had been there before did not meet the requirements. While civil servants who occupy functional positions then try to find positions in newly formed organizations that require civil servants to occupy structural positions so that the Regional Government of Dharmasraya organization experiences a shortage of qualified staff and Nepotism practices become a reference in the position of a position.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results of the analysis and discussion of the process of restructuring the regional apparatus organization in Dharmasraya Regency in 2016. It can be concluded that there are still some indicators that have not yet been reached. However, the researcher can conclude that the organizational restructuring process that occurs is experiencing some obstacles faced by the Dharmasraya Regency Government so that the process does not proceed as it should.

There are several factors that influence the restructuring of regional government organizations in Dharmasraya 2016 including:

1) Finance and budget

2) Human resources or regional government apparatus

3) Legislation
4) Political Interest

Of the four factors that influence the restructuring of the organization, political interests are the most dominant factor in the process of restructuring local government organizations because it is indeed to accommodate all interests of various parties.

For the suggestion that the Dharmasraya District Government should be able to overcome the limitations of PAD with the steps that can be taken as follows:

1) With the enactment of Law Number 33 of 2004 concerning Financial Balance between the Central Government and the Regional Government and Law No. 28 of 2009 concerning Regional Taxes and Retributions. There are still many sources of new taxes and levies that have the potential and should be collected by the Regency Government. But in the case of the regulation, the Dharmasraya Regency Government should try hard to boost the potential exploration of the sources of opinion in the region, especially from regional taxes and levies, so that the potential of the existing sources of income gradually.

2) Effective public services, in this case simplifying the services provided, so that the community can obtain services that are fast, appropriate and accountable. With other terms, the management of collecting taxes and levies must be simplified.

3) To develop regional business potential managed by regional companies. In running a business, regional companies must stick to general economic principles and principles mandated by legislation. Thus, regional companies can contribute to the economy.

REFERENCES


Legislation


Undang-Undang Nomor 33 Tahun 2004 tentang Perimbangan Keuangan antara Pemerintah Pusat dan Pemerintah Daerah.

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