

# Effect of Region Organizational Restructuring and Commitment to Service Performance in Makassar City

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**Abstract-** This study investigated the implementation of regional organizational restructuring and the influence of the organizational restructuring to the commitment and performance of local public services in the city of Makassar. The research applied a quantitative approach with explanative type using regression. The results showed that the performance of structuring the organizational structure as outlined in the Regional Regulation of Makassar on the organization of the area quite well. Restructuring, simultaneous commitment significantly affect the performance of services with highly influential category. This suggests that the better the restructuring and the commitment the better of service performance. This is due to restructuring factors become the basis in public service improvement. By the present of clear rules, clear division of labor, not centralized decision-making, allocation of duties based on competence will improve service performance apparatus.

**Index Terms-** Organization, Restructuring, Commitment, Service performance

## I. INTRODUCTION

Since the enactment of Law no. 22/1999 in 2001, Administration district /city experienced a fundamental shift from the level of philosophy, organizational structure, functions and its power. This change meant that the institute of regency / city is more concentrated as the door leading to the community in providing services. Commitment and performance of services is an increasingly important aspect and reckoned as one of the variables in explaining the behavior associated with the work because it would have implications on organizational performance. It is regarded so important that, some organizations incorporate bold commitment as one of the requirements for holding a position offered in occupation. Unfortunately, although this is very common but often employers and employees still do not understand the meaning of commitment seriously. Yet this understanding is essential in order to create a conducive working conditions so that the company can be run efficiently and effectively. In order to understand what exactly an individual's commitment to the organization or company, what is the impact if the commitment is not obtained and why it needs to be understood. By Porter et al (McNeese - Smith, 2001: 174) Commitment is "Strength of person's identification by involved with the purpose and values of the organization", or a strong desire to maintain membership in the organization, and consciousness to carry out the efforts that have been accounted for organizations interests.

The effectiveness of the institute's performance in providing services to the community reflect its performance. Pollit, 1986, 1990; Carter et al, 1992; Mawhood, 1997; OECD, 1997 illustrates that the performance become a very fashionable indeed in terms of public management circles (Pollit et al, 1998:10). In this period of service indicators identified as *Tre Ice*: or four Ice ie economy, efficiency, defectiveness and equity. Economics, referring to the minimization of the cost of the input activity. Efficiency, as the ratio between input and output. Effectiveness is defined as the achievement of policy objectives in programs and projects. Justice, the concept is still debated because the interpretation of a broad sense and is very heavy, especially regarding the agreement to achieve a sense of justice (Ibid, p.10). In fact in Indonesia, with a pattern of power that focuses on leadership, service performance is largely determined by the ability of bureaucrats at the lowest level, ie the front - liners who do not have the authority and capability to respond to the immediate problems that occur when they carry out their duties. They rely on the regulations and technical instructions often very rigid (rule -driven) as a guide in providing services to the public, as well as empirical experience shows for nearly six decades after for independence, the government bureaucracy has failed to carry out its mission to provide a satisfactory public service. Even during this reform, public service performance has not changed, otherwise indicated worse than the previous state.

The low performance of the public service is not visible from the widespread public protests and high levels of reporting cases of successful service covered the mass media. Organization's performance in providing services is not a stand-alone factor. Many factors that influence either directly or indirectly. Research Hinebaugh Denish, et.al stated that the organizational structure as a determining factor (critical determinant) in the performance of the organization (<http://www.nctr.usf.edu>, down loaded, Nov. 15th 2003). Research conducted by Keith Simmonds (2003) who examined the relationship between organizational structure with the performance of the transit agency in Florida concluded that the structure of the organization has a significant relationship by placing 8 of 10 performance indicators of the success of the transit agency.

In order to find out whether municipality has demonstrated optimal performance after the institutional arrangement is certainly not an easy task, given the many aspects that are directly or indirectly related to the performance of services. Nevertheless, given the limitations of this research, the problem to be studied is limited to variable organizational structure and its influence on commitment.

Of the three variables of the study, some fundamental questions are identified as follows: Is the change in the

institutional structure of the District/Municipal give significant meaning to the commitment and service performance.

According to Cohen, bureaucratic reform can be explained by the structural approach, while Lee saw it from the aspect of behavior (Turner and Hulme, 1997:6 - 7). Each approach has its weaknesses and strengths. Structural approach weaknesses lies in the static nature of the organization dogmas. Meanwhile, the disadvantage for receiving a stream of behavioral traits common in organizational behavior theory without being able to operationalize this behavior into the organization, as stated by Pye in Leemans ( ... , 243 ) 'strangely enough, the overwhelming burden of behavioral studies or institutions and organization has been in trying to explain how the individual adapt his behavior when he joins or acts within an established institution and we have done almost nothing on the problem of how behavior can create (or change) an institution in the first instance".

In behavioral term, changes in behavior are likely to be individual and in small groups, not in the broad context by looking at the organization as a holistic entity. So it can be said to be a micro level. Meanwhile, the structuralism approach see the organization in a macro perspective, the organization as a whole to look at all aspects relating to each other in the organization at both the organizational level below it, or at the same level, and the vertical organization. However, in the renewal of the bureaucracy, both approaches are complementary. Structural approach will succeed if accompanied by efforts to influence the behavior of the members and groups within the organization, as it becomes focus of the behavioral approach. Khan illustrated bureaucratic reform as changes in bureaucratic practices, behavior, and structure. Turner and Hulme mentioned as bureaucratic updates include updates in the structure, functions, processes, and administrative procedures (1997:106). By Thoha (1998 : 117-119 ) bureaucratic reform includes three things: (1) leadership, (2) institutional, and (3) the system of public administration.

## II. ORGANIZATIONAL CHANGES

Internal and external environment changes very rapidly causing the organization to be well-adjusted self-organization. Change or die (Clarke, 1999:1) is challenging the premise that all actors in order to master organizational change, anticipate and take strategic action if his organization would survive. In this case Arun Maria, Peter Scott and Morgan (1997) offers organizations that have high levels of acceleration (accelerating organization), the organization that is skilled and nimble to change with proper vision. Pasmore (1994 ) described it as a flexible organization with a focus on the individual flexibility, the flexibility of technology, work flexibility, versatility and flexibility of thought leadership.

The meant of change management refers to the alignment of the four principal components of the organization, ie strategy, structure, systems, and processes of the organization as stated by Whalter (1997) is the process of aligning the organization with people and culture change in business strategy, organizational structure, systems, and properly executed process. While Berger and Sikora (1994:7) defines it as a process alignment an ongoing organization with its market and continues to do so with a more

responsive than its competitors. Alignment is defined as the continuous synchronization of the four basic key management levers, namely: strategy, structure, culture, and incentives.

Broadly speaking, there are two main aspects that must be considered in the practice of change management ie the human aspect and the outside of human aspect. Galpin (1996) describes two aspects of change management as that outside the human aspect (the hard side) which include improved operational procedures, restructuring, manufacturing processes, quality management, financial processes and administrative efficiency. While the human aspect (soft side) is set the need for change, developing a vision of where changes should be directed, establishing a team infrastructure changes, integrating organizational culture with recommended changes, develop leadership qualities change, formulate specific goals, devise effective tool for change, collate feedback mechanism and to develop compensation system.

## III. ORGANIZATIONAL COMMITMENT

Organizational commitment is an increasingly important aspect and reckoned as one of the variables in explaining the behavior associated with the job because it would have implications on organizational performance. So important that, to the extent that some organizations incorporate bold commitment as one of the requirements for holding a position / positions offered in work. Unfortunately, although this is very common but not uncommon employers and employees still do not understand the meaning of commitment seriously. Yet this understanding is essential in order to create a conducive working conditions so that the company can be run efficiently and effectively. In order to understand what exactly an individual 's commitment to the organization / company, what is the impact if the commitment is not obtained and why it needs to be understood.

The definition of organizational commitment by Porter et al (McNeese - Smith, 2001: 174 ) is "Strength is involved in the identification of a person with the purpose and values of the organization". Organizational commitment can also be interpreted as a strong desire to maintain membership in the organization, and consciousness to carry out the efforts that have been taken into account for the benefit of organization. Arnold et al., (Bartlett, 2001 : 336) argues that organizational commitment shows" the power of love and affection in which he was one of the organization's work". Organizational commitment consists of the elements: loyalty to the organization, commitment to the work group, supervisor, job, career and employee unions. Organizational commitment reflects the dedication and loyalty to the organization.

Porter (Mowday., et al., 1982:27) defines organizational commitment as the relative strength of an individual identifying himself into the part of the organization's involvement. It can be characterized by three things:

1. Acceptance of the values and goals of the organization.
2. Readiness and willingness to strive in earnest on behalf of the organization.
3. The desire to maintain membership in the organization (being part of the organization).

Meanwhile, Richard M. Steers defines organizational commitment as a sense of identification (confidence in the values

of the organization), involvement (willingness to try my best in the interests of the organization) and loyalty (the desire to remain a member of the organization concerned) is expressed by an employee of the organization. Steers believes that organizational commitment is a condition in which the employees are very interested in the goals, values, and goals of the organization. Commitment to the organization means more than just a formal membership, because it includes organizations like the attitude and willingness to seek a high level of effort for the organization for the achievement of goals. Based on this definition, the elements included organizational commitment of loyalty to the organization, involvement in work, and identification of value organizational goals.

Briefly on some of the core definition of organizational commitment above some experts have almost the same emphasis on the individual (employee) to identify themselves with the values, rules, and goals of the organization. In addition, organizational commitment as it implies something more than mere passive loyalty to the organization, in other words implies organizational commitment employee relationship with the company or organization is active. Because employees who demonstrate a high commitment to have the desire to give power and responsibility in supporting the welfare and success of the organization where she worked.

### **Type of Commitment**

Allen and Meyer (in Dunham, et al 1994: 370) distinguish organizational commitment into three components of affective, normative and continuance.

1. Affective component deals with the emotional, the identification and involvement of employees in an organization.
2. Normative component of an employee's feelings of obligation that he has to give to the organization.
3. Continuance component means a component based on employee perceptions about the losses he would face if he left the organization.

Meyer and Allen argue that each component has a different basis. Employees with high affective component, still joined the organization because of the desire to remain a member of the organization. Meanwhile employees with high continuance component, still joined the organization because they require the organization. Employees who have a high normative component, remains a member of the organization as a brand should do. Each employee has a base and a different behavior based on its organizational commitment. Employees who have a basic affective organizational commitment have different behavior with employees based on continuance. Employees who wish to become members will have the desire to use the business in accordance with organizational goals. Instead, they were forced to become members will avoid financial losses and other losses, so it may be that not only do a maximum effort. Meanwhile, the normative component that develops as a result of socialization experiences, depending on the extent to which an employee liabilities held feelings. Normative components induce a feeling of obligation on employees to give Balaan for what he has received from the organization.

Organizational commitment from Mowday, Porter and Steers better known as attitudes towards the organization. Organizational commitment has two components, namely the attitude and the will to act, attitude include:

1. Identification with the organization of acceptance of organizational goals, where acceptance is the basis of organizational commitment. Identify employees looked through organization discretion approve attitudes, personal values and the similarity values of the organization, a sense of pride to be part of the organization.
2. Involvement of appropriate roles and responsibilities in the organization of work. Employees who have a high commitment will accept almost any job duties and responsibilities assigned to it.
3. Warmth, affection and loyalty to the organization is an evaluation of the commitment, as well as the emotional bonding and attachment between the organization and its employees. Employees with a high commitment to feel the loyalty and sense of belonging to organization.

While that includes the willing to act is:

1. Willingness to show business . This is evident through the willingness to work beyond what is expected so that the organization can move forward. Employees with high commitment, follow the fate of the organization.
2. Desire to remain in the organization. On employees who have high commitment, just a few reasons to get out of the organization and a desire to join an organization that has been chosen for a long time.

So someone who has a high commitment to the organization will have identification, earnestly engaged in staffing and no loyalty and affection positively to the organization. Besides attempting to perform the behavior towards organizational goals and desire to remain with the organization to join the long periods of time.

### **Service Performance**

Quality of service has become one of the important issues in the provision of public services in Indonesia. Bad impression of public services have always been attached to the image of the service provider institutions in Indonesia. During this public service is always synonymous with inaction, injustice, and high cost. Not to mention the ethics case where the behavior of service providers who are not officers expressive and reflect the spirit of good service. Quality of care itself is defined as a dynamic state associated with products, services, people, processes and environments that meet or exceed expectations (Goetsch & Davis, 2002). Therefore the quality of service associated with the fulfillment of the expectations or needs of the customer.

Assessment of the quality of service can be viewed from several different viewpoints (Evans & Lindsay, 1997), for example in terms of:

1. Product -Based, where quality of service is defined as a specific function, with different measurement variables on product characteristics.

2. User -Based, in which quality of care is the degree of conformity with the services desired by the customer.

3. Value Based, usefulness or satisfaction associated with the above price.

The quality of these services can be seen when done definition about some kind of gap associated with customer expectations, perceptions of management, quality of service, provision of services, external communications, and what is perceived by the customer. While Seithalm suggested by the presence of 5 dimensions relating to quality, namely: 1). Tangible Customer needs are focused on the appearance of the goods / services. This may include physical facilities, equipment, personnel and facilities communication appearance, 2). The fulfillment of the promise of immediate reliability and satisfactory service of the organization are accurate and reliable. Therefore, a reliable quality expectations of every customer; 3 ). Responsiveness is the desire to provide rapid and responsive service. Responsiveness affects the quality of service expected by customers such as long waits etc.; 4). Security assurance to customers that include the ability, courtesy and trustworthiness of customers. It can achieved when the competence and ability of the organization; 5). Empathy is the ease, sincerity and full attention to having good communication and understanding of customers' needs.

#### IV. METHODS

##### Research Methods

In this study the restructuring of regional organizations that implemented by the Government of Makassar were analyzed through the changes in the dimensions of organizational structure consisting of complexity, formalization and centralization. While the service performance is measured using Seithalm theory suggests that there are 5 dimensions Tangible, Reliability, Responsiveness, Assurance and Empathy.

This study used a survey method with the quantitative and qualitative analysis to see how much influence among variables. Survey research is research that takes a sample of a population, and using a questionnaire as the main data collection tool (Sangarimbun, 1995:1). However, in order to refine the analysis, it is possible to search the data used qualitative data.

##### Unit of Analysis and Data Sources

The focus of this study is the change in the organization and performance of the public service. In other words, the unit of analysis at the level of the organization, the organization of the region. While the unit of observation as a source of research data is the employee area, the Head of Department / Office that handles licensing, public service users, especially on services that relate directly to aspects of licensing.

##### Research Hypothesis

Allegedly there is influence between organizational structure with employee commitment, or the higher the score, the higher the organizational structure of employee commitment, Similarly to the performance of services.

## V. RESULTS AND DISCUSSION

### Influence of restructuring with regional organizational commitment of Makassar City.

Influence of restructuring with regional organizational commitment in Makassar area can be seen in the following table:

**Table 1. Restructuring Commitment relationship with the regional organization in Makassar**

Variables	Regression coefficient	Beta coefficient	Sign.t	Conclusion
Constanta	20,890		0,000	
Restructuring (X <sub>1</sub> )	0,756	0,690	0,000	Significant positive influence
Dependent Variable: organizational commitment				

**Table 2. Correlation between restructuring Variables component with organizational commitment.**

Variable	Affective	Continuance	Normative
Differentiation	.203	.297	.716
Formalization	.369	.373	.661
Centralization	.180	.268	.405

Based on these tables show that the restructuring related to organizational commitment. This is evident from the significance of  $t = 0.00$  is much smaller than the value of  $\alpha = 0.05$ , with a strong positive relationship significant levels (approaching +1) of 0.690. Thus the hypothesis is proven. Restructuring highly correlated with organizational commitment. This is evident from the magnitude of the relationship differentiation toward normative aspect of 0.716. Environmental factors strongly support the work of the organization for individuals in achieving good performance. Environmental factors, among others, the organization is a clear job descriptions and adequate authority. However, the results of the study showed no such thing, poor differentiation conditions make normative aspect too bad. In the aspect of commitment, very supportive components are aspects of the formalization, where the presence of clear job descriptions for employees will form a strong commitment to self- employees, one of them to keep working in the organization and employee feelings about the obligations and responsibilities that he has to give to the organization. This is in line with that said Greg J. Richard Hackman R.Oldham and that the behavior of individuals and groups within an organization is strongly influenced by the work they perform. The work itself provide a strong stimulus for the behavior of individuals.

**Influence of Organizational Restructuring on Service Performance**

Effect of restructuring on the performance of the service area of Makassar can be seen in the following tables:

**Table 3. Influence of Organizational Restructuring on the Performance of Local Government Services in Makassar.**

Variables	Regression coefficient	Beta coefficient	Sign.t	Conclusion
Constanta	9.817		.000	
Restructuring (X <sub>1</sub> )	.348	0.724	0.000	Significant positive influence
Dependent Variable: Service performances				

**Table 4. Effect between the Restructuring Variable Component on Service Performance**

Variable	Tangible	Reliability	Responsiveness	Assurance	Empathy
Differentiation	.201	.562	.621	.263	.395
Formalization	.104	.321	.493	.434	.324
Centralization	.122	.311	.380	.335	.473

Based on these tables show that the restructuring effect on service performance. This is evident from the significance of  $t = 0.00$  is much smaller than the value of  $\alpha = 0.05$ , with a strong positive relationship significant levels (approaching +1) of 0.724. Hypothesis is proven.

Restructuring components that most affect the performance of the service is very influential on differentiation responsiveness of 0,621. While to restructure variable where the variable sub visible differentiation belonging to the least influential. Poor

differentiation makes the division of labor is less clear, causing employees to provide services that were deemed to be less rapid, as well as demonstrate that commitment affect the performance variables. This is evident from the significance of  $t = 0.00$  is much smaller than the value of  $\alpha = 0.05$ , with a strong positive relationship significant levels (approaching +1) of 0,683.

Meanwhile, to see the effect commitment to service performance can be seen on the following tables:

**Table 5. Effect of Organizational Commitment on Service Performance of the Region in Makassar**

Variable	Regression coefficient	Beta coefficient	t-value	Sign.t	conclusion
Constanta	10.213		5.321	.000	
Commitment (X <sub>2</sub> )	.300	.683	9.809	.000	Significant positive influence
Dependent Variable: Service performance					

**Table 6. Correlation between Variables Component Organizational Commitment to Service Performance**

Variable	Tangible	Reliability	Responsiveness	Assurance	Empathy
Affective	.060	.252	.265	.383	.177
Continuance	.113	.207	.390	.357	.097
Normative	.310	.515	.665	.526	.287

Based on these tables show that the commitment have effects on performance variables. This is proven from the significance of  $t = 0.00$  is much smaller than the value of  $\alpha = 0.05$ , with a strong positive relationship significant levels (approaching +1) of 0,683. Strong link between commitment and service performance due to the willingness and readiness of employees in the organization to be empowered to accept the challenges and responsibilities. Therefore, employee commitment is the emphasis on the performance of the employees and the success of an organization, components normative effect on responsiveness.

**VI. CONCLUSION**

1. The results showed that the process of structuring organizational structure of Makassar City Government under Regulation No. 8 of 2003 and PP . 41 of 2007 has gone well, as shown by the results of the analysis of secondary data analysis through the study of the dimensions of organizational structure are complexity, formalization and centralization.

2. Restructuring significantly effect on employee commitment to the category of very influential, as well as the performance of services. This suggests that the restructuring will better the commitment and service performance.

## Suggestions

- a) In order to restructure the region organization of the Makassar City, evaluation needs to be done periodically to the activities of the internal organization of the overall system in terms of commitment and effort to improve service performance.
- b) Increase employee commitment through improved organizational culture that can foster an attitude oriented to the improvement of public service and understanding of the demands of employees in accordance with the duties and functions.

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