

CHAPTER 1.2

NATIONAL DEPARTMENTAL STRUCTURES

1.2.1 Departmental structure

All sectoral departments in the GOI possess similar structures, despite the obvious differences in sectoral interest. All departments report to a Minister. Under the Minister are the Secretariat-General, the Inspectorate-General and a variable number of sub-sectoral Directorates-General. In addition, departments have a Ministerial Expert Staff and most have a range of centrally located support units. The latter can include sectoral research institutes, central training units for public servants (and sometimes members of the public) and data and statistics units.

Most departments also possess offices in each province known as *kantor wilayah*. The head of each *kantor wilayah* in each department reports directly to the Minister in Jakarta. It is important to differentiate between the *kantor wilayah*, which reports to central authority, and the *dinas* office in each province, which reports directly to the Governor of the province. The division of responsibilities between *kantor wilayah* and *kantor dinas* is detailed in Section 1.3.

A typical, overall departmental structure is shown in Fig. 1.2.1

1.2.2 The Minister

Ministers are the overall heads of Departments. They are appointed by the President to be responsible for leading and guiding the sectors of national interest in their charge. As such, each Minister is responsible directly to the President, as the President's assistant in each specific field. All public servants in the department are ultimately responsible to the Minister through the heads of their own divisions of the organisation. The duties of a Minister are:-

To lead the Department in accordance with its basic duties as assigned by the Government, and to guide the Department to be efficient and productive;

To ascertain functional implementation policy for the Department in accordance with the general policies established by the President; and

To guide and manage cooperative activities with other departments, institutes and agencies, especially those activities that impinge on the responsibilities of the Minister's Department.

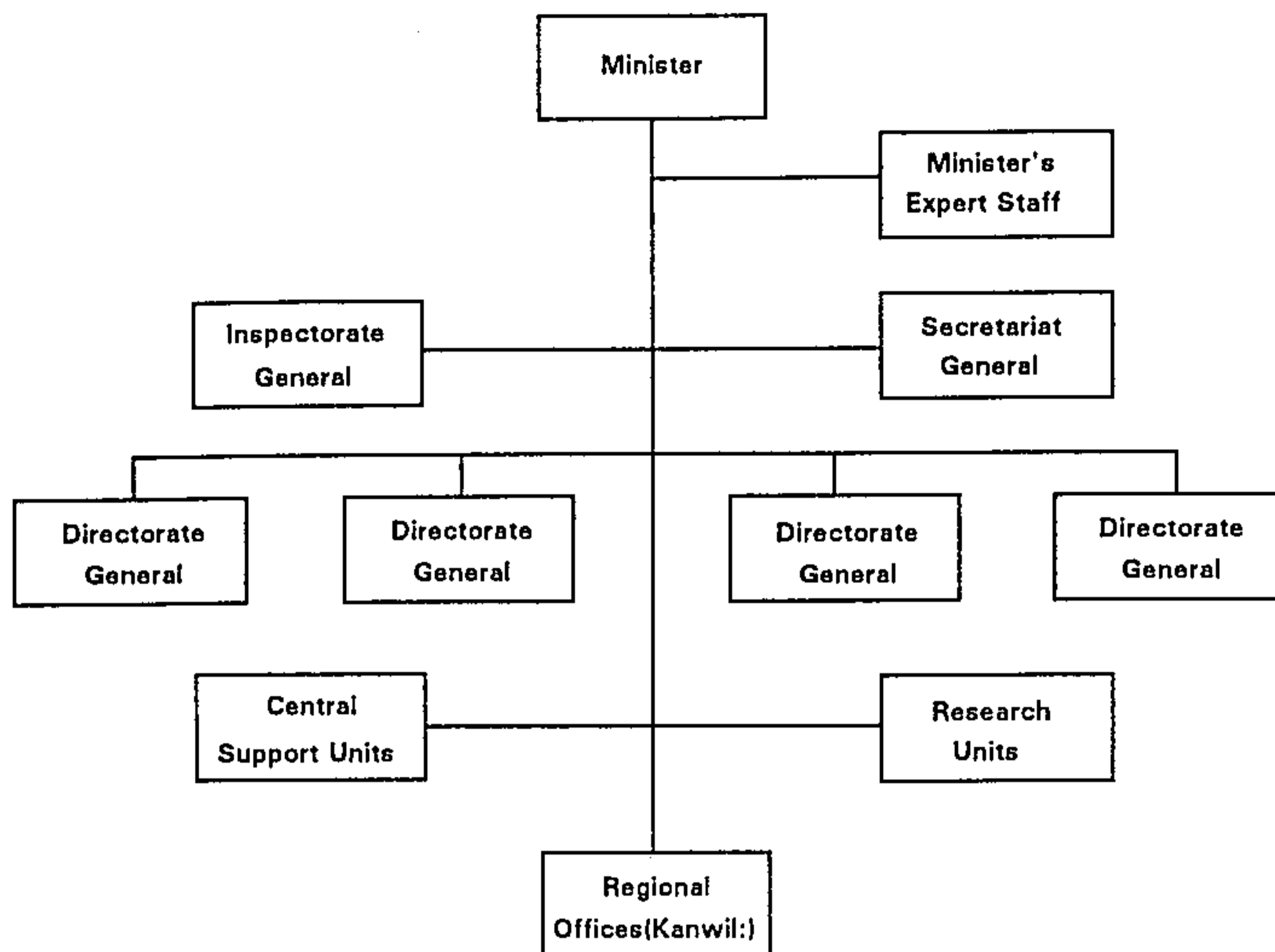


Fig. 1.2.1 A Typical GOI Departmental Structure

N.B. The number of Directorates General varies

1.2.3 The Minister's Expert Staff

Each Minister has a staff of advisers that are expert in the various sectoral interests of the Department. The number of experts available to advise the Minister varies from department to department, but is typically five or six individuals who are senior in their field. They are often drawn from within the higher ranks of the Department concerned, and may be, for instance, ex-Directors-General or Directors.

For administrative purposes, expert staff members are under the Secretariat-General. Professionally, however, they report directly to the Minister. Expert staff are ranked either echelon (*eselon*) 1b or 2a. The Minister can confirm and terminate appointments of *eselon* 2a experts. This authority is reserved for the President in the case of *eselon* 1b experts, on the advice of the Minister. The Minister determines the constitution and functions of expert staff, but this must be ratified by the Minister for the Utilisation of State Apparatus. For an explanation of the echelon system see Section 1.6.

Australian project staff will rarely have cause to work directly with members of Ministerial expert staff, but should be aware of their role.

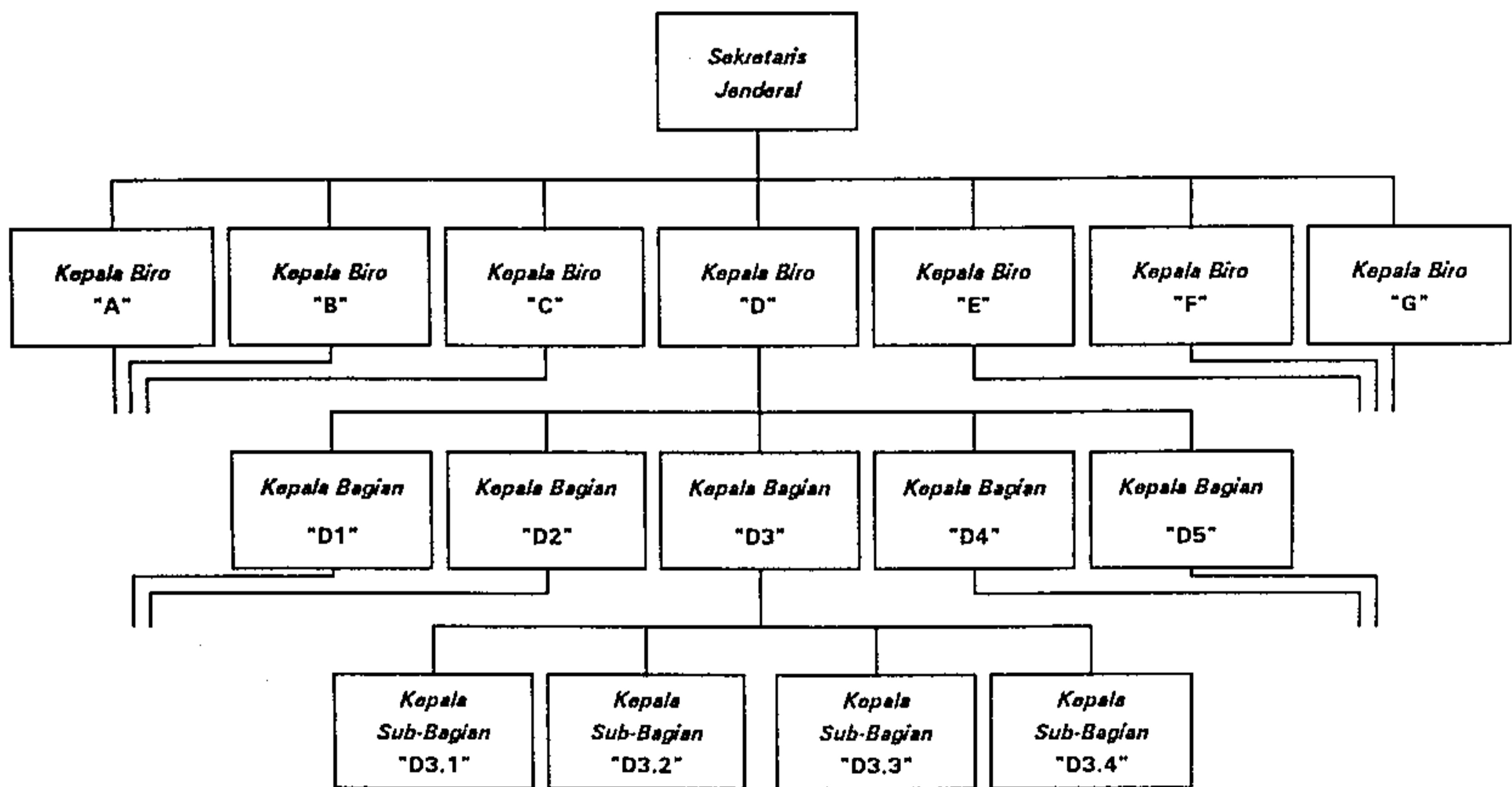
1.2.4 The Secretariat General

Figure 1.2.2 shows a stylised view of a secretariat-general. The number of bureaux, divisions and sub-divisions varies from department to department. The diagram shows the nominal maximum number of units a secretariat-general should have. This is seven bureaux, thirty five divisions and one hundred and forty sub-divisions. Some variations above these maxima do exist.

The Secretariat-General of each department is primarily responsible for the overall administration, organisation and management of the entire department. It provides administrative and specialist services to the Minister, the Inspectorate-General, the Directorates-General and other organisational units in the department, so they can carry out their functions with the maximum effectiveness and efficiency.

According to Presidential Decree 44 of 1974, the functions of a secretariat-general are:-

To control and guide inter-unit cooperation, and integration and synchronisation of all departmental activities;



Sekretaris Jenderal = Secretary General
Kepala = Head or Chief

Biro = Bureau
Bagian = Division

Sub-Bagian = Sub Division

Fig. 1.2.2 Stylised Structure of a Secretariat-General

- To undertake overall planning activities for the Department, mainly in terms of policy formulation;
- To manage administration including personnel, finance and supplies for the entire Department;
- To manage the overall institutional development of the Department;
- To guide research and development units in activities that have not yet been assigned to other specialist units within the Department;
- To guide training units in activities that have not yet been assigned to other specialist units;
- To provide public relations services and coordinate communications with other government institutions;
- To coordinate the formulation of government regulations in the Department's field and to handle its legal work; and
- To ensure safety and security in the Department.

The Secretary-General, as the head, is assisted by a number of specialist bureau (*biro*) chiefs. There are usually six or seven bureaux in each secretariat-general. Each bureau will consist of approximately five divisions (*bagian*), each of which are usually divided into up to four *sub-bagian*. This is shown in Figure 1.2.2 above. The exact composition of bureaux in each secretariat general depends on the sectoral requirements. The following bureaux are usually included in each secretariat-general:-

1.2.5 Bureaux in the Secretariat General

Planning (*Perencanaan*)

The Planning Bureau is responsible for the Department's overall planning and programming, including coordination with other departments and non-departmental organisations in planning matters of a cross-sectoral nature. It works together with the Finance Bureau to present annual plans for both routine and development expenditure in the Department to the Department of Finance and *Bappenas*. The Bureau also usually provides overall monitoring and reporting services for the activities of the Department.

The Bureau of Planning generally consists of a number of divisions (*bagian*) providing planning services corresponding to the needs of the Department. In the case of the Department of Health, for example, there are: divisions for development and routine

budget programming and planning; monitoring and evaluation; and general health and health resources planning. The Department of Public Works Planning Bureau includes divisions for: data collection and analysis; long and medium term planning; annual plan preparation; cross-sectoral and inter-area planning (*lintas sektoral dan kawasan*); and program analysis and evaluation.

Each Directorate-General also possess a planning directorate (often known as *Bina Program*), or has sections within directorates which are responsible for more detailed planning in the Directorate-General's own sub-sectoral sphere of activity. The Planning Bureau in the Secretariat-General has the role of collating and approving the plans of all sub-sectors, before passing them on to *Bappenas* and the Department of Finance. Whilst Australian staff are more likely to deal with planning directorates or sub-directorates within the D.G.s, it is possible they may have to make contact with the Planning Bureau if their projects cut across sub-sectoral or regional boundaries.

Personnel (*Kepegawaian*)

The Personnel Bureau is responsible for overall management of all personnel matters in the Department. This usually includes: personnel and manpower planning; staff recruitment; appointment and promotions; staff development; staff transfers; terminations and pensions; staff welfare and housing; discipline; and the establishment of pay rates for individuals. In some Departments (the Department of Public Works, Foreign Affairs, Justice, Information, Cooperatives, Mining and Energy, Communication, Manpower and Transmigration) the Personnel Bureau responsibility includes the establishment of organisational structure and of management practices. In others (such as the Department of Health, Home Affairs, Defence, Finance, Trade, Education, Religion) a separate Bureau of Organisation exists for these functions. In the Departments of Agriculture, Forestry, Industry, Tourism and Social Affairs this function is combined with the Legal Bureau. It is not likely that Australian staff will have significant dealings with personnel bureaux, unless staff development matters are within the scope of the Australian funded projects.

Finance (*Keuangan*)

All Departments, with the exception of Defence and Security, include a unit called the Bureau of Finance. This Bureau is responsible for the overall management and regulation of financial activity in the Department, according to the financial regulations and laws of the country. This will include the preparation of budgets in coordination with the Planning Bureau, prior to their presentation to *Bappenas* and the Department of Finance. It also includes: the maintenance of accounts; budgetary accounting; some internal auditing functions; administration of Departmental payments; the treasury functions of regulating Departmental financial activity, including those undertaken through projects and project packets (for which special financial regulations exist); and financial loss recovery.

It may be necessary for senior Australian project staff to have contact with the Bureau of Finance, particularly if they are involved in budget preparation. Monitoring release of funding is also an important aspect of project work. Money is released locally through the provincial State Treasury office or through local banks and post offices. Authorisation by the State Treasury for the release of money included in national department budgets begins with a request from the Finance Bureau of the Department concerned.

Supplies (*Perlengkapan*)

The Bureau of Supplies is responsible for the overall management of procurement of goods and services for the Department. This does not always involve the actual purchase of specialist supplies and services, since this is usually the responsibility of the implementing sections to which budget allocations are made for purchasing. The Bureau will be responsible for the purchase, storage and distribution of items likely to be required by all divisions of the Department. In addition, the Bureau of Supplies will hold responsibility for the collection of information on supply requirements, for the disposal and write-off of Departmental property, and the preparation of departmental regulations concerning procurement (and ensuring they are followed).

Legal Affairs (*Hukum*)

The Bureau of Legal Affairs is in charge of all legal aspects relating to the conduct of Departmental business, including the preparation of draft regulations for endorsement by the Minister or for ratification by Parliament (DPR) or the President. The Bureau is also responsible for the prosecution of Departmental interests in the courts, and ensuring that regulations are followed within Departmental activities. It may also become involved in legal aspects of major contract negotiation.

Public Relations (*Hubungan Masyarakat*)

The Bureau of Public Relations is responsible for all aspects of informing the public of Departmental activities. It may include media production facilities.

Foreign Aid Coordination (*Hubungan or Kerjasama Luar Negeri*)

Many Departments have a specialised Bureau for handling foreign assistance and funding, especially where this forms a significant part of the Department's budget. Foreign Aid Coordination Bureaux deal with both grant and loan funding from foreign sources, bilateral and multilateral, and will have expertise in dealing with donor and lender systems and personnel. The activities of the Bureau often concentrate on the loan or grant negotiation stage, although it may also play an active role in the monitoring and evaluating of donor or lender funded projects.

1.2.6 The Directorates General

Each Department is divided into a number of D.G.s, each of which plays the major role in the guidance of a particular departmental sub-sector. The number of D.G.s within a department varies with the number of sub-sectors into which its activities can be divided. Generally, most departments will possess between three and five D.G.s. D.G.s are further divided into directorates. Heads of directorates are known as directors. Directorates are further divided into sub-directorates and sections.

Officially, the maximum number of directorates in a D.G. is five. The maximum number of sub-directorates is also five. The maximum number of sections in a sub-directorate is four. These maxima are defined in Keppres (Presidential Decision) 44/1974. There are a few exceptions to this rule, however, where the number of directorates may exceed five

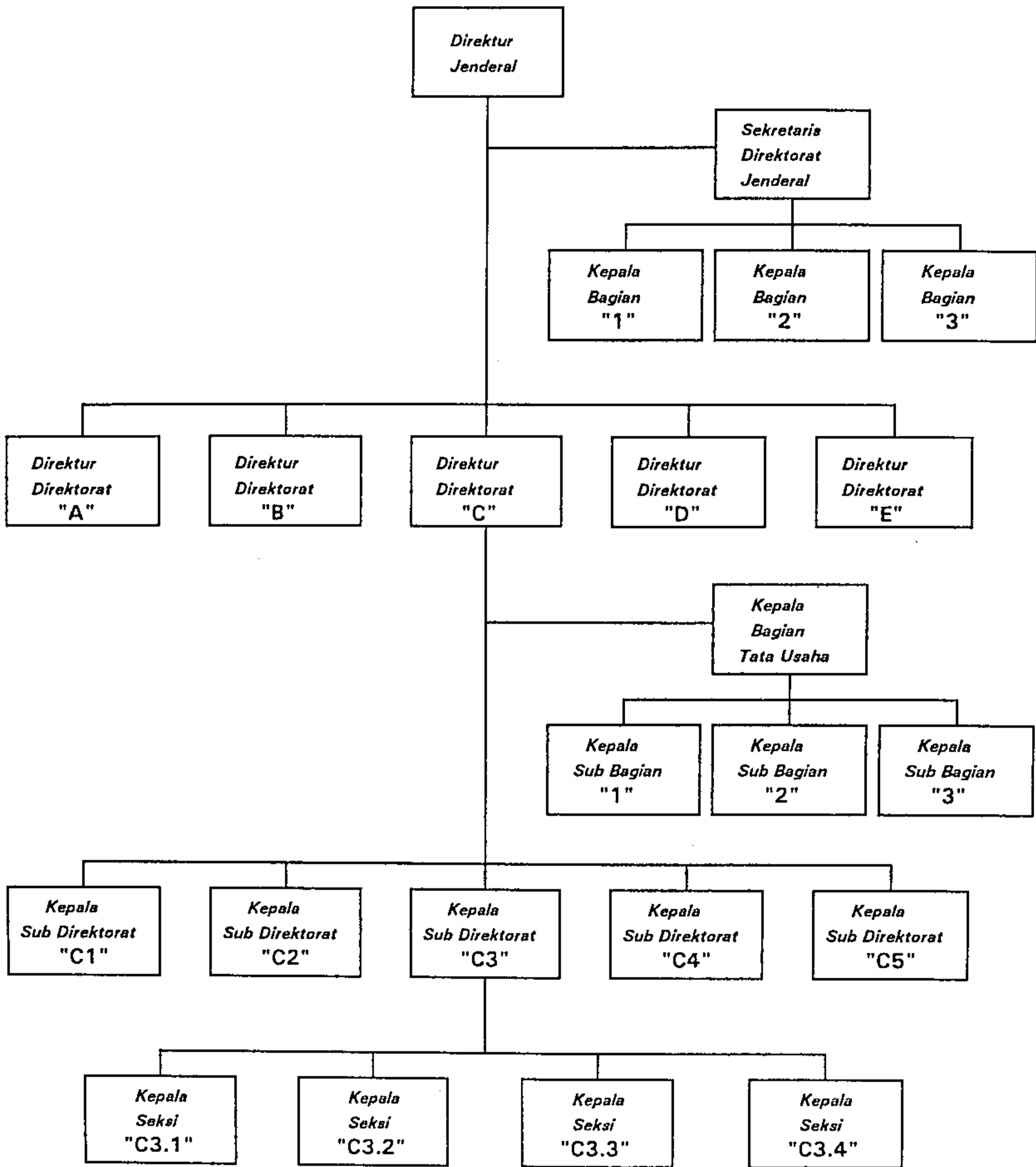
The overall structure of the department is usually repeated at D.G. and directorate levels. The head at each level is supported by an administrative unit, which generally mirrors the function of the secretariat-general. For the D.G this is known as the Secretariat, and consists of a number of divisions or *bagian*) each with sub-divisions known as *sub bagian*. For the directorate, the administrative unit is known as the *bagian tata usaha*, or management division. Often, but not exclusively, the heads of the *bagian tata usaha* will act for the directors in their absence. The *bagian tata usaha* is further divided into *sub-bagian*.

It is not possible to provide an overall analysis of the functions of D.G.s, directorates and their sub-units, as functional responsibilities vary with the sectoral and sub-sectoral needs of each department. Individual departments with which the AIDAB program is most closely associated are discussed in more detail later in Part 3 of this volume.

A generalised structure for D.G.s is given in Figure 1.2.3.

1.2.7 Central Research Agencies

Many Departments have their own research agencies, the function of which is to conduct research and development activities within the sectoral and sub-sectoral scope of the department. These are usually known as *badan litbang* (or research and development bodies) and are often grouped under a *puslitbang* or central research and development body. In some cases these units report directly to the Minister of the department concerned, usually with a day-to-day responsibility to the Secretary-General. In other cases these services are located directly under the Secretariat-General. This varies from department to department. Table 2.1 summarises the departments that include such bodies.



Direktur Jenderal = Director-General *Bagian* = Division
Sekretaris = Secretary *Sub Bagian* = Sub Division
Kepala = Head of Chief *Sub Direktorat* = Sub Directorate
Direktur = Director *Seksi* = Section

Fig. 1.2.3 Stylised Structure of a Directorate-General

1.2.8 Central Support Agencies

Each department also has a number of other central support agencies. This always includes training and education centres, which run training courses and arrange academic educational studies for departmental staff members. These centres are known as *pusdiklat* (central umbrella unit when a department has more than one sub-sectoral training body) or *diklat* (a stand-alone training centre). Some departments, for instance Public Works, also have regional training centres in locations around the country.

In addition to staff training units, a number of departments include specialised support agencies. These may include data collection and analysis centres, training centres for members of the public or for private sector organisations, central library services, laboratory services and other specialist services. In some cases these units report directly to the Minister of the department concerned, usually with a day-to-day responsibility to the Secretary-General. In other cases these services are located directly under the Secretariat-General. This varies from department to department.

Research, development and support agencies are summarised by Department in Table 1.2.1.

Table 1.2.1 (continued on next page)

Department	Research Organisation	Reporting To
Home Affairs	Administration R&D Centre	Minister
	Economic & Finance R&D Centre	Minister
Foreign Affairs	Economic, Social, Cultural Relations R&D Centre	Minister
	Foreign Politics R&D Centre	Minister
	Documentation & Library Centre	Minister
Defence & Security	Industry & Technology Studies & Development Agency	Minister
Justice	Justice R&D Centre	Secretary General
	National Law Development Agency	Minister
Information	Information R&D Agency	Minister
Finance	State Finance Administration Centre	Secretary General
	Customs Communications Facility Centre	Secretary General
	Finance & Monetary R&D Centre	Secretary General
	Financial Credit & Payment Balances Analysis Agency	Minister
	Finance Data Processing & Export Credit Facility Service Agency	Minister
	Capital Exchange Agency	Minister
Trade	State Claims Affairs Agency	Minister
	National Agency for Export Development	Minister
	Centre for Research & Development of Trade	Minister
	Executive Agency for Commodity Exchange	Minister
Cooperatives	Cooperatives Research & Development Agency	Minister

Agriculture	Agriculture Quarantine Centre	Secretary General
	Agriculture Research & Development Agency	Minister
	Secretariat of Mass Guidance Units	Minister
Forestry	Forestry R&D Agency	Minister
Industry	Industry R&D Agency	Minister
Mining & Energy	Oil & Natural Gas Technology Development Centre	D-G Oil & Natural Gas
	Petroleum Energy Development Centre	D-G Oil & Natural Gas
	Mineral Technology Development Centre	D-G General Mining
	Geology R&D Centre	D-G Geology & Mineral Resources
	Maritime Geology R&D Centre	D-G Geology & Mineral Resources
Public Works	Public Works R&D Centre	Minister
	Data Processing & Topography Services Centre	Secretary General
	Equipment Development Centre	Secretary General
Communications	Communications R&D Agency	Minister
	Meteorology & Geophysics Centre	Minister
	National Search & Rescue Centre	Minister
	Navigation Judiciary Centre	Minister
Tourism, Posts & Telecommunications	Tourism, Posts & Telecommunications R&D Centre	Secretary General
Manpower	Manpower Productivity Centre	Secretary General
	Job Training Centre	Secretary General
	Labour Affairs Resolution Centre	Secretary General
	Manpower R&D Centre	Secretary General
	International Manpower Centre	Secretary General
	Work Safety, Hygiene & Ergonomics Centre	Secretary General
Transmigration	Transmigration R&D Centre	Secretary General
Education & Culture	Education & Culture R&D Agency	Minister
	Physical Fitness & Recreation Centre	Minister
	Language Guidance & Development Centre	Minister
	National Archeology Centre	Minister
	Education & Culture Technology Communication Centre	Minister
	Indonesian Graphics Centre	Minister
	Literature Centre	Minister
Health	Health R&D Institute	Minister
	Health Data Centre	Minister
	Health Laboratory Centre	Minister
Religion	Religion R&D Centre	Minister
Social Affairs	Social R&D Centre	Minister
	Social Welfare R&D Centre	Minister

Table 1.2.1 Research & Central Support Units in Indonesian Departments
(Continued from previous page)

1.2.8 Regional Vertical Offices

Most departments also have representative offices in the provinces, usually known as *kantor wilayah (Kanwil)*. This variously translates as regional vertical office or departmental area office. The basic role of the *kantor wilayah* is to represent the departmental minister in the region and to guide and supervise the sectoral activities of the regional sectoral authorities (which are part of a different, regional organisational structure) in the implementation of development activities. It should be noted that *Kanwil* and their counterpart offices at district level (*kantor departemen* or *kandep*) are offices of the central government departments in their sectors. Their staff are employees of the central departments, whilst staff of *kantor dinas* (the regional sectoral offices) are employed by the Department of Home Affairs. Regional structures of the departments and of regional authorities are discussed in the next chapter.