

A CONCEPT OF THE NEEDS OF THE MINISTRY'S INTERNAL POLICY AGENCY FOR THE POLICY RESPONSE TO THE FORMATION OF BRIN

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ABSTRACT

The current Government policy that integrates all Research and Development Agencies in Ministries and Institutions demands that these agencies must be transformed. To be able to answer various strategic issues and anticipate demands that come from the internal and external environment is the basis for an organization to organize and evaluate internally. Proposed organizational arrangements in this case must have a clear basis and contain analysis of the various aspects needed. The purpose of this scientific work is to provide a concept for transforming a research and development Agency into an internal Policy Agency to avoid duplication of duties and functions in existing Research Agencies. This study uses the policy review type method which is focused on reviewing documents. The need for an Internal Policy Agency at the Ministries/Agencies level is currently very urgent because of the diverse and complex fields of work and to produce quality policies and can be measured by the Policy Quality Index. There are several suggestions for Ministries/Institutions that will form an Internal Policy Agency, among others, transformation must be based on evidence-based needs.

Keywords: Organizational Structure; Government Research and Development Institute; Structuring and Strengthening Organizations; Bureaucratic Reform

1. INTRODUCTION

Effective and efficient implementation of Ministry/Institution (K/L) activities needs to be based on a responsive, innovative, and adaptive organization. The policy of the government of President Joko Widodo, which integrated all Research and Development Agencies (Balitbang) ministries and agencies through Presidential Regulation Number 78 of 2021 concerning the National Research and Innovation Agency (In this regard, not only LIPI, LAPAN, BATAN, and BPPT were merged into BRIN, but also work units that carry out research, development, and application of science and technology within ministries and institutions (Article 65 of Presidential Decree No. 78 of 2021). In Indonesia, there are 329 Balitbang, which consist of 101 non-ministerial government agencies and 228 ministries or agencies¹. However, in practice not all ministries/agencies have followed up on transferring their functional research officials to BRIN².

This requires all Balitbang to adapt to these changes. BRIN has provided three options for integrating Balitbang into ministries or agencies, namely the transformation of a total research institution, a partial Balitbang, or another institution. The transformation was carried out because of the need to address various strategic issues and anticipate demands from the internal and external environment of K/L. So far, that research

- 1 Litbang Kemendagri, "Pemerintah Integrasikan Riset Lembaga Litbang Mulai Januari 2020," 2019, <https://litbang.kemendagri.go.id/website/pemerintah-integrasikan-riset-lembaga-litbang-mulai-januari-2020/#:~:text=Saat ini di Indonesia kata,dan 228 di kementerian%2Flembaga.>
- 2 Safira Annisa, "Politik Hukum Penyatuan Kelembagaan Litbang Jirap Dan Implikasinya Bagi Kelembagaan Dan Penataan SDM," *Constitution Journal, Fakultas Hukum, Universitas Gadjah Mada, Indonesia*. vol 1 No. (2022): 137–56.

and development at ministries and agencies are research-oriented to support the policies of their respective ministries (research for justifying sectoral policies)³.

However, the presence of BRIN does not necessarily meet the needs of ministries or institutions to meet internal demands, especially in supporting the implementation of inclusive development, which requires simplification and the development of regulations in the respective internal sector. This is due to BRIN's external position. While the needs of ministries and institutions are an organization that can support and produce internal policies that are based on evidence and are right on target. New bodies in ministries or institutions that function to support internal policies can act as:

- 1) As a technostucture (Mintzbeerg), becoming an internal consultant and partner for success in policy development in ministries and agencies (a) providing policy references and navigation, pre-policy documents, alternative policy options, policy recommendations, and monitoring and evaluation of public policies;
- 2) As a government think-tank, in the form of decision-making support with recommendations produced on the basis of research and factual conditions;
- 3) As a medium for the development of internal K/L policies through partnerships, collaboration, and penta-helix networks (government, business education, community, and media);
- 4) As an organization that carries out internal policy analysis for each unit in Ministries and Agencies; The role of the internal policy support agency in ministries and institutions is of course still very broad and needs to be studied. It is not just a rival agency created to accommodate human resources, which has no integration with BRIN.

From the perspective of the needs of Ministries/Institutions, especially those related to policies, so far they have not been accommodated by Balitbang, as revealed⁴, and this fact is related to a very fundamental issue, namely, the orientation of research conducted in most government R&D institutions (both in universities and non-ministerial government Ministries/Institutions) has not focused on efforts to make a real contribution to efforts to meet needs or provide solutions to problems faced by society, government, or the business world. Allegedly, many of the research activities carried out are still in the form of "academic exercises" and have not sensitively responded to the realities being faced.

This condition indicates the need for the formation of a new organization carried out by ministries or institutions to be able to answer challenges and get out of the current problems, namely organizations that are inclined towards policy development. As stated, the organization can be imagined as a fluid flow that continues to transform⁵. The point is that the organization is an entity that is constantly changing. The pattern can be in the form of feedback or feedback on previous mistakes. Or, through the technique of "autopoiesis," in which the organization changes itself by changing its environment. Or, it could also be through dialectics, where one phenomenon gives rise to another opposite phenomenon (action-reaction).

The formation of new organizations resulting from the transformation Balitbang into policy-focused bodies is not new, such as the Fiscal Policy Agency (BKF) at the Ministry of Finance. This spirit of change is certainly in line with the ideals of organizational transformation in bureaucratic reform, which aim to increase the effectiveness and efficiency of the implementation of the Ministry's internal duties and functions related to policy.

The new paradigm of research and development organizational structure places top management and middle management firmly in place. This is carried out to build competency. Each research center develops competence in scientific fields; everyone in the research center develops researchers' scientific competence, core competencies; this is an organizational approach that fosters researchers' professionalism and institutional

3 Prakoso Bhairawa Putera et al., "Struktur Baru Organisasi Lembaga Penelitian Dan Pengembangan Pemerintah Di Indonesia: Sebuah Konsep Dan Respon Atas Kebijakan Penataan Dan Penguatan Organisasi 1 Dalam Reformasi Birokrasi," *Jurnal Borneo Administrator* 9, no. 3 (2013): 265–83. Indonesian research and development (R&D)

4 Lakitan Benyamin, "Revitalisasi Kelembagaan Riset Dan Pengembangan Untuk Mendukung Sistem Inovasi Nasional," in *Seminar Revitalisasi Kelembagaan Litbang* (Jakarta: Universitas Sahid, 2011), 35–36.

5 Kusdi, *Teori Organisasi Dan Administrasi* (Jakarta: Salemba Humanika, 2009).

professionalism⁶.

Considering research and development problem in Indonesia is finding the “most reasonable” level of organizational knowledge so that it can become the basis for continuous improvement of the organization⁷. This “makes sense” because the organization must be skilled at compiling information resources and capabilities, transforming information into understanding and knowledge, and disseminating this knowledge through initiatives and patterns of action so that organizations can learn from and adapt to environmental changes. Balitbang must have this condition, especially given the unique nature of organization.

BRIN function is to coordinate tasks outside of research and innovation, such as preparing plans, programs, budgets, and scientific and technological resources in the fields of research, development, study, and application to produce inventions and innovations that have so far been spread⁸. Several parties also question BRIN stance since it lacks a defined structure and organization and because each research institute that makes up BRIN has its own sectoral ego⁹.

Balitbang is one of the central units that act as a management support (supporting unit) for K/L in terms of policy formulation in the field of law and human rights. It is expected that the Research and Development Agency will act as a Ministry Think Tank from a process standpoint, explaining the relationship between policy formation and knowledge management, and formulating evidence-based policy-making business processes. That way, the Ministry will be able to become a government agency that has an established policy governance foundation, which in turn can contribute to service, enforcement, and law formation, as well as the promotion of higher quality human rights to the wider community¹⁰. The Regional Planning Agency (Bappeda), which has the responsibility and power to conduct research in the areas of governance, development, and society in the framework of development, is generally integrated with Balitbang at the regional level.¹¹

Organizational rightsizing demands are an absolute necessity to improve organizational performance. There are two driving factors in organizational rightsizing, namely internal and external. The internal drive is due to the first, the implementation of functions has not been maximized. Second, the role of the organization in the internal sphere has not been maximized. Third, poor governance practices. Fourth, organizational identity crisis. The encouragement of the external environment includes democratization and decentralization which have been increasing for more than a decade¹².

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- 6 Bhairawa Putera et al., “Struktur Baru Organisasi Lembaga Penelitian Dan Pengembangan Pemerintah Di Indonesia: Sebuah Konsep Dan Respon Atas Kebijakan Penataan Dan Penguatan Organisasi 1 Dalam Reformasi Birokrasi.” Indonesian research and development (R&D
 - 7 Irfan Ridwan Maksum, *Sense Making: Mengarahkan Litbang Departemen, Kementerian Dan LPND Menjadi Knowing Organization, Dalam Organisasi Negara Amuba: Jalinan Sistemik Administrasi Publik, Reformasi Administrasi, Dan Pemerintahan Daerah*. (Depok, West Java: FISIP Universitas Indonesia, 2010).
 - 8 ne, 2022, <https://www.hukumonline.com/berita/a/menyoal-integrasi-dan-sentralisasi-lembaga-riset.>,”plainTextFormattedCitation”:”Ph.D Heru Susetyo SH., LL.M., M.Si., “Menyoal Integrasi Dan Sentralisasi Lembaga Riset,” Hukum online, 2022, <https://www.hukumonline.com/berita/a/menyoal-integrasi-dan-sentralisasi-lembaga-riset.>,”previouslyFormattedCitation”:”Ph.D Heru Susetyo SH., LL.M., M.Si., “Menyoal Integrasi Dan Sentralisasi Lembaga Riset,” Hukum online, 2022, <https://www.hukumonline.com/berita/a/menyoal-integrasi-dan-sentralisasi-lembaga-riset.>,”properties”: {“noteIndex”:8}, “schema”:”https://github.com/citation-style-language/schema/raw/master/csl-citation.json”}Ph.D Heru Susetyo SH., LL.M., M.Si., “Menyoal Integrasi Dan Sentralisasi Lembaga Riset,” Hukum online, 2022, <https://www.hukumonline.com/berita/a/menyoal-integrasi-dan-sentralisasi-lembaga-riset.>
 - 9 Suparyanto dan Rosad (2015, “ANALYSIS OF NATIONAL RESEARCH AND INNOVATION AGENCY (BRIN) TRANSFORMATION READINESS TO ACCELERATE NATIONAL RESEARCH AND INNOVATION DEVELOPMENT USING SWOT ANALYSIS,” *Suparyanto Dan Rosad* (2015 5, no. 3 (2020): 248–53.
 - 10 Balitbangkumham, “Laporan Kinerja Instansi Pemerintah (LKj IP) Badan Penelitian Dan Pengembangan Hukum Dan Ham” (Jakarta, 2020).
 - 11 Roy Reyaji Yudhistira, Lita A.L.W. Tyesta, and Ratna Herawati, “Kedudukan Dan Fungsi Kedudukan Dan Fungsi Badan Perencanaan, Penelitian, Dan Pengembangan Daerah (Barenlitbangda) Dalam Perencanaan Kebijakan Pembangunan Di Kabupaten Semarang,” *Diponegoro Law Journal* 8, no. 1 (2019): 688–705.
 - 12 Agus Dwiyanto, “Revitalisasi Lembaga Administrasi Negara Sebagai Pusat Keunggulan Dalam Bidang Pengkajian Kebijakan, Pendidikan Dan Pelatihan Aparatur Negara” (Jakarta: Prestasi Perseorangan (KTP2), 2012).

Based on the background above and several conditions related to the existence of organizational or institutional needs focused on policy, it is important to contribute ideas that can be used by research and development organizations that wish to transform into organizations specific to policy organizations. This paper provides an idea (concept) for the transformation of Balitbang into a policy agency to avoid duplication of duties and functions at BRIN. A first-time parent Several previous studies have been carried out to examine the existence of R&D institutions in Indonesia and how they are managed, as was done¹³.

Research Question

The research question is the concept of the need for a Ministry Internal Policy Agency for a Policy Response to the Establishment of BRIN. There are several ministries that have made organizational arrangements to form an Internal Policy Agency both before and after the BRIN policy was enacted. Therefore, the research question in this study is what the urgency of is establishing an Internal Policy Agency in the Ministries and how the existing Ministries develop the organizational structure of the Internal Policy Agency in their environment.

2. METHOD

This research is a type of “review of existing research¹⁴. This study uses a qualitative approach with a descriptive research type. Policy research is focused on conducting a review of existing documents and research findings that are relevant to the research question, namely the new concept of restructuring the institutional structure of policies in Indonesia. Data collection by reviewing published articles and various other sources, such as unpublished documents, this research process also follows the activities of the Balitbangkumham transformation team and stakeholders. States that the sources of information used are only those that directly contribute to the process of studying the research topic¹⁵.

3. FINDINGS AND DISCUSSION

Ministry/Agency Research and Development Agency Performance

Ministry/Agency Research a Development Agency performance President Jokowi consolidated all national research and innovation resources through Presidential Decree Number 78 of 2021 concerning the National Research and Innovation Agency as a follow-up to Presidential Decree Number 74 of 2019, under the policy umbrella of Law Number 11 of 2019 concerning the National System of Science and Technology. The existence of this policy has implications for each K/L because so far Balitbang performance has been utilized by the organization. Currently, research institute and R&D departments are integrated through BRIN, to increase the scope and quality of Indonesian research.¹⁶

In carrying out their duties and functions, Ministries/Agencies are competing to provide quality and innovative public services, however, in practice, services are still found that receive criticism from service users. This is the role of Balitbang as being able to collect evidence utilization in supporting the formulation of policies within the scope of Ministries/Institutions.

The Balitbang Ministries/Institutions have so far played a role in supporting management internal to producing research-based policy recommendations, digital service applications, survey centers for Ministries/Institutions, policy evaluation, ministerial assignments related to studies, and development of policies in their respective fields. Even though it plays a role in internal support, the results of the Balitbang performance become the basis for the government to establish policies such as the ban on going home during a pandemic, and social restriction policies in preventing the spread of Covid-19.

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- 13 Lina Miftahul Jannah Ilfa Rizki Amelia, “ANALYSIS OF NATIONAL RESEARCH AND INNOVATION AGENCY (BRIN) TRANSFORMATION READINESS TO ACCELERATE NATIONAL RESEARCH AND INNOVATION DEVELOPMENT USING SWOT ANALYSIS,” *Jurnal Administrasi Publik* Vol. 20 No (2022): 122–35.
 - 14 Steven Dukeshire and Jennifer Thurlow, *Understanding the Link Between Research and Policy, Rural Communities Impacting Policy* (Rural Communities Impacting Policy, 2002), www.ruralnovascotia.ca.
 - 15 Ann Majchrzak, *Methods for Policy Research, Methods for Policy Research* (London: sage Publication, 2011).
 - 16 Nurul Jannal Lailatul Fitria, “Pembentukan Badan Riset Dan Inovasi Nasional Sebagai Upaya Menuju Good Governance Dengan Prinsip Reformasi Birokrasi..,” *Jurnal Wacana Publik* 15, no. 02 (2021): 105–110.

Before the existence of the BRIN policy, the existence of Balitbang at Ministries/Institutions still had to be regulated, especially those that were closely related to the existence of functional positions of legal researchers at Balitbang Ministries/Agencies. guidelines for selecting areas of research expertise¹⁷.

Then the performance of Balitbang at K/L is constrained in that the output produced cannot be measured because the achievement of the Balitbang organization is that the large number of recommendations produced can be utilized by stakeholders, in this case the K/L internal units.¹⁸ However, many recommendations are not accompanied by recommendations that are utilized, this gap certainly reduces the value of the activity performance indicator (IKK) target. Assessment of the level of IKK achievements is carried out by comparing the actual results of R&D recommendations that are used with the actual results of R&D recommendations. Based on empirical facts, the performance of government organizations to date has not shown optimal results¹⁹.

The Urgency of Establishing a Policy Institute

The first strategic issue is the integration of Balitbang into BRIN which has implications for the functions of research, development, assessment, and implementation that are no longer allowed, so organizationally it is necessary to carry out special arrangements for human resources, budget, and assets in Balitbang K/L. The second strategic issue, there are future demands for the need for policy development at the K/L level as it is known that there are still many gaps in policy formulation, many policies are not based on solid analysis and have not used the results of studies (evidence-based) on conditions such as this has implications for the resulting policies that are not on target and have not fully achieved the strategic goals of the RPJMN. It has been felt that so far, the government administration has not fully supported the realization of good governance, so reform becomes a necessity.²⁰

In addition, this new body will support the program of simplification of regulations, evaluation, repeal, and merger as contained in the 2020-2024 RPJMN. The policies that are reviewed and developed will later be able to influence the policies of the policymakers. In terms of policy development and formulation, this is aimed at ensuring consistency and continuity, as well as alignment from policy development planning (research-based and evidence-based) to policy implementation, to an evaluation of the implementation of the policy as a whole cycle (evaluation policies, quick research, data collection and processing, policy recommendations).

The complexity of the problems that occur in the public policy process requires competent and specific resources to oversee the process from agenda setting, policy formulation, and policy implementation, to public policy evaluation. The effects of regulation are context specific. The literature on regulatory and governance policies in general seems to suggest that poorly designed regulations can constrain economic activity and ultimately reduce economic growth²¹. The third issue is the need for units capable of coordination and communication to realize participatory recommendations in collaboration with stakeholders, think tanks, universities, and development partner institutions, as well as close coordination with relevant Ministries/Institutions to realize recommendations for integrated and quality policy formulation. This work unit will later be tasked with conducting public consultations and policy advocacy. Fourth, the bureaucratic reform program has entered its third period (2020 to 2024) with a focus on continuously increasing the capacity of the bureaucracy to become a world-class government.

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- 17 Marulak Pardede, "KEBIJAKAN REFORMASI BIROKRASI KEMENTERIAN HUKUM DAN HAK ASASI MANUSIA TERKAITKEPAKARAN PENELITI HUKUM 1 Expertise of Lawl Researcher) Abstrak," *Jikh* 1 (2017): 59–77.
 - 18 Willy Wibowo, "Hubungan Peneliti Dan Analis Kebijakan Dalam Pembuatan Rekomendasi Kebijakan Pada Badan Penelitian Dan Pengembangan Hukum Dan HAM," *Jurnal Ilmiah Kebijakan Hukum* 14, no. 1 (2020): 75–90.
 - 19 Benyamin Harits and Tombak Gapura Bhagya, "The Influence of Civil Servant Competence and Bureaucratic Reform on Organizational Performance at the Government Offices," *Proceedings of the First International Conference on Science, Technology, Engineering and Industrial Revolution (ICSTEIR 2020)* 536, no. Icsteir 2020 (2021): 17–22, <https://doi.org/10.2991/assehr.k.210312.003>.
 - 20 Marsuki. Mayore, "Evaluasi Kebijakan Reformasi Struktur Birokrasi Pemerintah Kecamatan.," *Jurnal Administrasi Publik*. Vol. 3. No. no. 67–83 (2016).
 - 21 David Parker and Colin Kirkpatrick, "The Economic Impact of Regulatory Policy: A Literature Review of Quantitative Evidence," *OECD Framework for Regulatory Policy Evaluation Expert Pap*, no. 3 (2012): 65.

Fifth, a follow-up to simplification of the bureaucracy, namely simplifying the echelon into two levels and replacing them with functional positions that value expertise and competence. PermenPAN-RB Number 28 of 2019 concerning the Equalization of Administrative Positions into Functional Positions. With this policy, ASNs currently sitting in administration positions (administrator/echelon III, supervisor/echelon IV, and executor/echelon V) who fall within the simplification criteria can be transferred to relevant functional positions²². The existence of this policy is an opportunity for Balitbang as the leading sector for the functional development of policy analysts in their respective ministries/agencies, such as synergizing with their internal organizations.

Sixth, National Agency for Research and Innovation has the task of assisting the President in carrying out governmental tasks in the areas of management, development, planning, and implementation as well as inventions and innovations, administration of nuclear power, and integrated national space management, as well as monitoring, controlling and evaluating the implementation BRIDA's duties and functions comply with statutory provisions. In addition, BRIN's task is to focus more on the implementation of research, development, study, and implementation as well as interventions and innovations in the framework of preparing recommendations for national development planning based on the results of scientific research based on Pancasila values. It can be concluded that BRIN is more likely to accommodate the needs of Bappenas than K/L (Article 4 Presidential Decree No. 78 of 2021).

Lesson Learn from BKF

Institutions that function to handle internal policies at ministries/agencies are nothing new in Indonesia. The best practice for policy development has been carried out by the Ministry of Finance by establishing the BKF, through Presidential Decree Number 57 of 2020. To improve the quality of policy recommendations through scientific and business processes accountable, BKF carried out an institutional transformation whose journey started from 2017 to 2019 by implementing the functional position of a policy analyst. This is also in line with the vision of the President of the Republic of Indonesia which was stated in his speech regarding the need for bureaucratic reform as the implementation of structural reforms. The direction of change is carried out by developing certain functional positions and implementing echelon III and IV layering, strengthening managerial functions in technical units (administrative functions, program management, & knowledge management), and strengthening support and coordination functions²³.

BKF is one of the Echelon I units under the Ministry of Finance which is tasked with compiling recommendations on fiscal and financial sector policies. The preparation of these policy recommendations is carried out based on evidence (evidence-based policy) as well as relevant theoretical studies. In general, the policy recommendations produced by the BKF can be grouped into 3 main categories, namely:

- 1) Macro-fiscal policy;
- 2) State revenue and financial sector policies, and
- 3) International economic and financial cooperation policies (BKF, 2021).

At its inception in 2006, BKF had six Echelon II units, namely the Center for State Revenue Policy, Center for State Expenditure Policy, Center for Economic and Financial Policy, Center for Fiscal Risk Management, Center for International Cooperation, and BKF. Taking into account the increasingly high workload and additional functions, including the function of formulating financial sector policies, the BKF underwent several changes in 2008, 2009, and finally in 2019; so the current organizational structure is as follows:

- 1) State Income Policy Center;
- 2) Center for State Revenue and Expenditure Budget Policy;
- 3) Center for Macroeconomic Policy;
- 4) Financial Sector Policy Center; and.

22 KSI LAN RI, *Jabatan Fungsional Analisis Kebijakan* (Jakarta: LANRI, 2021).

23 BKF, "Visi, Misi, Tugas, Dan Fungsi BKF," Badan Kebijakan Fiskal. Kementerian Keuangan, 2022, <https://fiskal.kemenkeu.go.id/profil/visi-misi-tugas-fungsi.22-03-2023>

- 5) Center for Climate Change and Multilateral Financing Policy;
- 6) Center for Regional and Bilateral Policy;
- 7) Body Secretariat.

In carrying out its duties, BKF is supported by three main organizational components, namely Primary/Madya High Leadership Officers, Structural Officers/Employee, and Functional Officers who play a central role in carrying out BKF core tasks. Organizational transformation changes the organizational form to be functional based. This is consistent with the characteristics of BKF work in the fields of analysis, research and development which focuses more on expertise. In carrying out its duties and functions, BKF is supported by 7 Echelon II Units, 17 Echelon III Units, 55 Echelon IV Units, and Functional Positions. Functional positions consist of functional positions that carry out core business processes (Researchers and Policy Analysts) and functional positions that carry out supporting business processes (APBN Archives and Financial Institutions)²⁴.

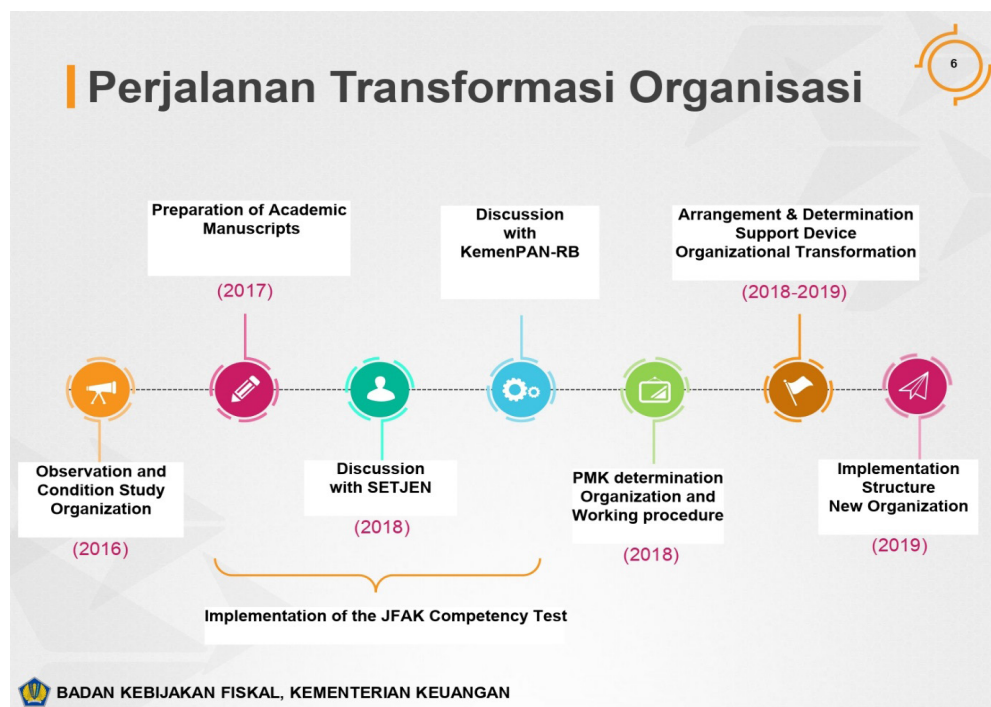


Figure 1 BKF Organizational Transformation, 2019, (Purwadi, 2019)

BKF carries out its role as:

- 1) Coordination unit for concepts and ideas, especially in policy formulation;
- 2) Central nervous system and intelligence, particularly in monitoring and surveillance;
- 3) Knowledge coordinator in policy research.

In its development so that it can play a more optimal role, the role and capacity of BKF are increased, so it is hoped that in the future it can play the role of (1) Central Processing Unit (CPU) for dynamic and creative policy formulation; (2) Loyal to science and knowledge; (3) Managing different views towards the best policy concept, and (4) Delivering an understanding of fiscal policy to the public.

24 BKF, "Bertahan Bersama Hadapi Pandemi, Laporan Tahunan 2020" (Jakarta, 2021).

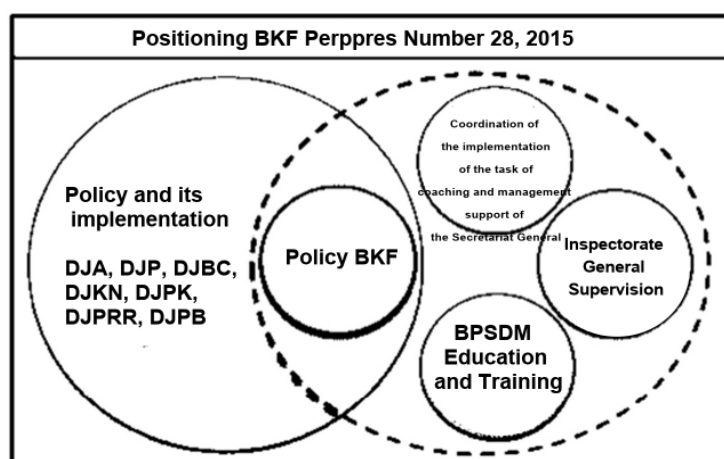


Figure 2 Positioning BKF Ministry of Finance

BKF vision is to become a credible formulator of fiscal and financial sector policies to support the vision of the Ministry of Finance to become the manager of state finances to create a productive, competitive, inclusive, and just Indonesian economy. BKF mission supports the mission of the Ministry of Finance, namely implementing responsive and sustainable fiscal policies and developing digital-based core business processes and adaptive human resource management according to technological advances²⁵.

The duties and functions of BKF are the analysis and formulation of policies: Has the task of carrying out the formulation, determination, and providing recommendations on fiscal and financial sector policies by statutory provisions. As for the function:

- 1) Preparation of technical policies, analysis plans and programs, and formulation of policy recommendations in the fiscal, financial sector, and international economic and financial cooperation;
- 2) Implementation of analysis and formulation of policy recommendations in the field of the fiscal and financial sector;
- 3) Implementation of international economic and financial cooperation;
- 4) Implementation of monitoring and evaluation of policies in the financial sector, financial sector, and international economic and financial cooperation;
- 5) Implementation of BKF administration; and
- 6) Implementation of other functions given by the Minister of Finance.

Looking at BKF's performance in 2020, it has been actively monitoring and analyzing developments in efforts to deal with the COVID-19 pandemic. The monitoring and analysis carried out are not only limited to policies in the health sector to stop the spread of the virus, but also fiscal policies to overcome the socio-economic impacts that have arisen.

BKF was involved in drafting Regulation instead the COVID-19 Pandemic and/or in the context of dealing with threats that endanger the national economy and/or financial system stability of Law Number 1 of 2020 concerning State Financial Policies and Financial System Stability (Perppu 1 of 2020) which was later stipulated to become Law Number 2 of 2020. As a follow-up to the aforementioned Law, BKF drafted Government Regulation Number 23 of 2020 as the first step in implementing the National Economic Recovery (PEN) program.

The BKF also coordinated with other institutions to discuss and prepare the 2021 Macroeconomic Framework and Fiscal Policy Principles (KEM and PPKF) document, which carries the theme "Accelerating Economic Recovery and Strengthening Reform". In 2020, BKF has prepared policy recommendations in the

25 BKF, "Visi, Misi, Tugas, Dan Fungsi Badan Kebijakan Fiskal," Kementerian Keuangan, 2022, <https://fiskal.kemenkeu.go.id/profil/visi-misi-tugas-fungsi>.

form of 30 draft laws and regulations in the field of taxation as a form of strategic policy which can be classified into four categories, namely to encourage economic growth, protect the domestic economy, control consumption and optimize state revenues, as well as international taxation.

As for the financial sector, BKF is actively involved in the preparation and refinement of several regulations to adapt to the latest developments as well as Academic Papers and the Draft Bill on the Development and Strengthening of the Financial Sector. In the field of international cooperation, BKF plays a role in the negotiation process and oversees the development of bilateral communications. In the field of handling climate change, BKF as the National Designated Authority Green Climate Fund (NDA GCF) in Indonesia, has coordinated and prepared recommendations regarding the decision to distribute GCF financing. The development of climate change financing strategies and policies is also carried out by BKF through the Climate Budget Tagging (CBT) program at the national and regional levels.

BKF actively conducts discussions and communicates with rating agencies, market analysts, and academics to obtain input regarding aspects that can be the focus of improvement to be conveyed to the leadership. Apart from that, strengthening the public communication strategy was also carried out so that policy education and dissemination could be conveyed widely to the public.

To provide quality policy recommendations as the nerve of the ministry, BKF researchers and analysts conduct various studies and studies in the field of fiscal and economic policies in general. BKF actively collaborates and discusses with universities, research institutions, and development partners to provide views and input for the formulation of national economic policies. Monitoring, analysis, and reporting on the condition of handling a pandemic, the financial system, and the economy, in general, are carried out on an ongoing basis and are compiled in internal publications as well as widely published scientific books and journals.

Policy and Organizational Transformation

Institutional transformation is a change in organizational values and approaches to creating these new values. Institutional transformation does not mean completely changing what is already good but perfecting what is still lacking. The goal of institutional transformation is to create public trust. All government policies will run well if they are supported by the people/community.²⁶

In designing an effective organization, it is argued that the design and capacity of an organization must be in accordance (best fit) with the conditions and demands of carrying out the mission and at the same time fulfill the direction of the organization's development²⁷. In determining the position (positioning) of the organization that is considered appropriate and can be used as a basis for carrying out organizational design, it can be seen from the characteristics or aspects of the diversity and complexity of work, as well as the level of analysis needs, and the level of change faced by the organization in carrying out its mission.

The policy formulation unit at K/L is required to be able to meet the expectations and aspirations of stakeholders and leaders in their environment. Therefore, the transformation begins with observations and studies regarding the need for a policy formulation unit which will later be used as the basis for preparing academic papers. In carrying out the transformation, the unit must go through a series of stages of discussion and preparation of supporting tools for organizational transformation in collaboration with related units, such as the Secretariat General of Ministries/Agencies, the Institute for State Administration as the national policy analyst functional advisor, and the Ministry of Administrative Reform and Bureaucratic Reform.

As is usual, the arrangement for an organization will have implications in both technical and managerial aspects, in this section matters which are managerial implications that need attention and follow-up will be presented, including:

- 1) Aspects of organizational patterns;
- 2) Aspects Human Resources;

26 Tri Yuniningsih, *Kajian Birokrasi*, ed. Rizka Ciptaningsih, *Definisi Manajemen* (Semarang: FISIP-UDIP Departemen Administrasi Publik Press, 2019), http://eprints.undip.ac.id/73483/1/BUKU_KAJIAN_BIROKRASI_GABUNGAN.pdf.

27 P Cichocki and C Irwin, *A Guide to Building Effective Organizations* (KoganPage, 2014).

- 3) Aspects of internal relations and between functions within K/L;
- 4) Aspects of inter and inter-institutional/organizational relations.

Aspects of the organizational pattern, consisting of the completeness of institutional and administrative instruments that will become the basis for carrying out the duties and functions of each organizational unit, as independent work units, as well as working relationships between functions and between work units. Completeness of institutional and administrative instruments, among others first, the formulation of an organizational structure that includes the process of preparing job analysis, preparing job descriptions, preparing tasks, and conducting workload analysis Second, formulating business processes, which must be followed by the preparation of work relations, operating procedure agreements (OPA), and standard operating procedures (SOPs).

Aspects of HR Management, as a policy formulation unit, will require HR who have competence in the development and formulation of policy studies both in quantity and quality. The most needed functional staff are certain functional policy analysts, planners, statisticians, and more specific functional ministries/institutions. In its implementation, it is necessary to plan HR needs carefully and strive for fulfilment using procurement from the K/L environment. However, it is believed that there is still overlap between functional and structural positions, with reference to the ASN Law. Numerous work units that have research responsibilities and obligations as well as analytical missions and policy suggestions should be realized as functional position units rather than structural ones.²⁸

With the integration of the R&D agency, researchers must choose whether to remain at the R&D agency or join BRIN. If you choose R&D, you will go through the stages of the policy analyst functional competency test by LAN. The next impact is echelon III and IV officials who experience a reduction due to organizational restructuring and equalization of structural to functional positions.

Aspects of Internal and Inter-Organizational Relations, to provide quality policy recommendations as think tanks or nerves of the ministry, certain functional groups, both policy analysts and other analysts, conduct studies in the field of K/L internal policies. By collaborating with universities, research institutions, and development partners to provide views and input for policy formulation, monitoring, analysis, and evaluation.

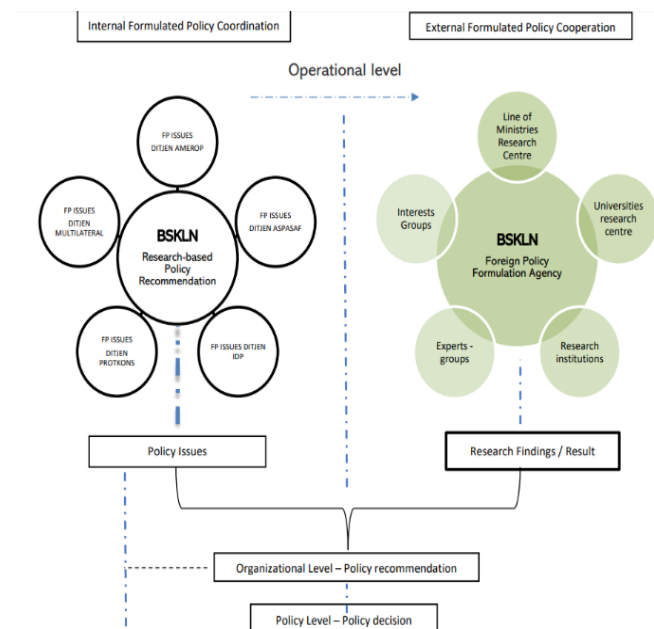


Figure 3 Internal and External Policy Formulations (BSKLN, 2020)

28 Joko Tri Haryanto, "Mewujudkan Konsep Birokrasi Yang Kaya Fungsi Studi Kasus : Badan Kebijakan Fiskal , Kementerian Keuangan Actualizing Rich Functionality Bureaucracy Concept Case Study : Fiskal Policy Agency.," 2017, 37–48.

In practice management, the transformation of an organization cannot be carried out all at once, for this reason, it is necessary to design a development concept that is gradual until it reaches the right conditions. This was implemented by BKF in the transformation process which began in 2006 as the year the additional functions continued to increase until 2008, 2009, and finally 2019.

Table 1. Organizational Transformation of the R&D Agency

No	Unit Name		Job and function	
	Before	After	Before	After
1.	Badan Pengkajian Ekonomi, Keuangan, dan Kerjasama Internasional (Kementerian Keuangan)	Badan Kebijakan Fiskal	Research and development function, Financial and Monetary Analysis Agency.	Carrying out the formulation and provision of policy recommendations in the fiscal sector and the financial sector in accordance with the provisions of laws and regulations.
2.	Badan Penelitian dan Pengembangan Kesehatan (Kementerian Kesehatan)	Badan Kebijakan Pembangunan Kesehatan	Carry out research and development in the health sector	Carry out the formulation, determination, and implementation of policies in the field of public health, disease prevention and control, health services, pharmaceuticals, medical devices, and health workers.
3.	Badan Pengkajian dan Pengembangan Kebijakan (Kementerian Luar negeri)	Badan Strategi Kebijakan Luar Negeri	Carry out studies and development in the field of political policy and foreign relations.	Carrying out the formulation, preparation and provision of policy strategy recommendations in the field of the implementation of foreign relations and foreign policy.
4.	Badan Penelitian dan Pengembangan Kementerian Dalam Negeri (Kementerian Dalam Negeri)	Badan Strategi Kebijakan Dalam Negeri	Carry out research and development in the field of domestic government in accordance with the provisions of laws and regulations	Organizing the formulation, reduction, and providing recommendations on policy strategies in the field of domestic government.
5.	Badan Penelitian dan Pengembangan Perhubungan (Kementerian Perhubungan)	Badan Kebijakan Transportasi	Formulation of research and development technical policies in the field of multimodal transportation management, land transportation, sea transportation, air transportation.	Carrying out analysis and providing recommendations for the formulation of research-based and evidence-based transportation policies in accordance with statutory provisions.

Source: Wikipedia

The institutional transformation of Balitbang into a Policy Agency must pay attention to the directives of the 2020-2024 RPJMN, particularly about the principles of the institutional framework, including:

- 1) In line with national development policies;
- 2) In line with laws and regulations;
- 3) Support development outcomes, and

4) In line with developments in the development strategic environment.

From the description of table 1 above, to develop a new organization related to policy bodies in the future so that it can respond to internal and external challenges, it is necessary to carry out innovations, including the following. First, institutional strengthening, which includes structure and function consolidation, the institutionalization of merit principles, mindset changes, e-office, the institutionalization of a new vision and values, and reconstruction of the concept of power and position. Second, product renewal, which includes policy formulation, policy recommendations, and monitoring of policy evaluations that are solutive and operational. Third, integrity development which includes surveys on anti-corruption behavior and management of gratification and anti-corruption culture. Fourth, the development of reinvention, which includes the habit of developing every innovation that is currently being managed internally in K/L.

Transformation does not rule out the possibility of restructuring. The Policy Agency must reflect an organizational structure that is specific to the duties and functions of the Policy Agency so that ideally it follows the principle of structure follows function. An organizational structure that does not yet reflect the duties and functions of the organization will make it more difficult to optimize policy coordination and task implementation which will lead to the weaker synergy between units in achieving organizational goals. For this reason, it is necessary to set the goals of a consolidated organizational structure.

Restructuring can be carried out through various efforts such as deleting units to avoid duplication of functions and reduce operating costs, for example in a ministry there are two policy-related organizations such as there is a body dealing with external and internal policy regulations. From all the sources of academic texts learned from the transformation of each organization above, some things can be used as lessons as well as inspiration for the Policy Agency organization to be created, including the importance of the goals of a newly formed Policy Agency. The purpose of the new agency is the value the benefits of quality policy recommendations so that it has a value of benefits such as the number of use/benefits from the resulting strategic recommendations, and policy recommendations set to achieve national and organizational interests and have a good degree of quality.

Policies that are reviewed and developed by the Policy Agency are seen as capable of influencing the policies of stakeholders in their respective ministries/agencies. In addition, various parties involved in the process of reviewing and developing policies must welcome the various initiatives carried out by their respective Ministries/Institutions. Qualitatively, a policy produced must be measurable, both through mass media coverage regarding the implementation of policies and responses from both government agencies, the private sector, and the wider community as well as internal organizations. As for quantitatively, a policy issued by the policy agency must be measurable through the impact of the policy on stakeholders. The stakeholders referred to are related internal ministries and agencies, research institutions, academics, service users (affected communities), and journalists.

4. CONCLUSION

Based from the six reasons for the urgency of establishing the K/L Internal Policy Agency, it can be concluded that the establishment of the K/L Internal Policy Agency is very important and urgent, because each K/L has a field of work with high diversity and a complex environment. It also has a high level of analysis needs followed by a high level of change in the strategic environment, so that each K/L needs support from an internal work unit that can provide in-depth policy analysis studies both actually and incidentally under various conditions or events as material for decision making. leader. Then in carrying out organizational rearrangement the Internal Policy Agency must go through the stages of organizational redefinition where the duties and functions of the organization follow the environmental needs of a K/L. In addition, the Internal Policy Agency has special authority as the only organization that can formulate, analyze, and evaluate policies within Ministries/Agencies and provide strategic policy recommendations to the Minister.

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