

## **Changes on Organizational Structure of the Higher Education of Health Institution: A view analysis based on management perspective of two health polytechnics in Indonesia**

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### **ABSTRACT**

Change in an organization is a process of adaptation to the environment. The organization can survive and even more be able to improve and develop the potential power that exists within the organization. This means that organizational change is one of the central points of the process of organizational life. This study intended to reveal more about the organizational changes that occurred at higher education institutions of health which was focused on changes in organizational structure. The research approach used was a qualitative method with a multi-sites design. Data collection techniques were using in-depth interviews, observation and documentation studies. Checking the credibility of data was done by using triangulation, member checking, an extension of time of observation; transferability; and confirmability through audit trail technique. Data were collected through three techniques that were organized, interpreted, and analyzed repeatedly, either through analysis of the individual site analysis as well as cross-site analysis to formulate abstract concepts and research findings. The result was the changes in organizational structure led to a long and tired bureaucratic system so that communication become limited and coordination is not optimal, especially for those people in the campus far from central office.

Keywords: organizational structure, health polytechnic, organizational change

### **INTRODUCTION**

An organization is a certain place where people try to meet their needs both as individuals and groups by creating a good cooperation so that organizational goals can be achieved. The organization will not be able to achieve the goals and meet the needs of the organization and its members if the organization is run without management or good management. According Syafaruddin (2008) the organization is a system and the system is a series of elements that are interrelated united by design to achieve some goal. As with any organization can be seen as a social system because the organization depends on a reciprocal relationship between the number of people. In this case the Hatch (1997) (in Kusdi, 2009: 5) explains that the organization can indeed be defined in various ways and can be seen as a social structure, technology, culture, physical structure, or portion (sub-systems) from the environment. But the decisive element in an organization is a purpose, people and plan. While Kreitner & Kinicki (2001) quoted by Wibowo (2008) also added that an organization contains four characteristics, namely: (1) the coordination of effort; (2) have a common goal; (3) there is division of labor; and (4) the power hierarchy.

Changes in the organization vary from one to the other depending on their characteristics (size, technology, structural dimensions, the life cycle, organizational design, and others). In other words, changes in the organization can take place in different ways. But in terms of the change can

be divided into two kinds of changes: planned change and changes are not planned (unplanned change). According to Robbins (1990) explains that understanding of the changes planned are various proactive efforts to change and deliberately carried organizations (proactive and purposeful change). It was said to be proactive because the managers of the organization conducted a planned change in order to anticipate the challenges that would be faced by the organization in the future.

According to Robbins (1991) (in Winardi, 2009: 233) explained that the purpose of the planned changes was to improve the existing organization, to adapt to the changes that occur in the environment; and to change the behavior of employees. In this case it was obvious that the success or failure of any organized basically depends also on the things that are done by the employees, or fails to do so, the planned changes are also associated with efforts to change the behavior of individuals and groups within the organization something. It is also described by King and Anderson (1995) (in Syafaruddin, 2008) mentions that in management, changes must be planned, particularly changes to the ways of dealing with environmental organizations and certain parts of the organization dealing with others. Further Winardi (2009) described that examples of planned changes for example: the introductory of work teams; centralized decision-making; new organizational cultures.

Organizational change because it must change, which is triggered by internal and external factors. This is consistent with the notion of system theory underlying the modern perspective that a system tends to maintain the equilibrium. That is, a system (including in this case the organization), with no encouragement factor-specific internal and external factors, undoubtedly choose not change and more likely to survive in its original state (Kusdi, 2009). This means that the organizational change is one of the central points of the many things concerning the life processes of an organization. Changes that occur in an organization is a process of adaptation to the environment so that these organizations can survive even more able to improve and develop the potential that exists within the organization itself.

Each organization will change with the different purpose and intention. However the changes are basically related to the demands of the factors that must be carried out on the organization and aims to achieve success. According to Hervey and Brown (1992) (in Syafaruddin, 2008) explains that the change is the name of the game in today's management. Markets, products, and competition atmosphere continues to change rapidly. As the environment changes, all organizations must adapt if you want to succeed. The aspect related to organizational change is how human behavior that is played by every individual who interacts with other individuals within a group or organization that can change its behavior, in carrying out the common purpose. Further explained that the current organizational changes not only partial or limited to a specific organizational unit or department or work group in the lower tiers. Lately, the changing demands thorough increasingly important and urgent, at all levels of the organization. In organizational change is also associated with the pattern of the distribution of powers as part of the most effective approach for organizational change (Chatab, 2009).

Based on the description of the organizational changes mentioned above, this study examined the matters related to the changes that occurred in educational organizations of the Ministry of Health of the Republic of Indonesia, in which there have been significant and fundamental changes to the organization and the management system. The existence of health education organization is one of the demands in the development of the health sector to meet the needs of health development programs nationally and locally. One of the factors supporting the achievement of this goal is the availability of the number and quality of professional health workers within this institution. Therefore, the existence of health education institutions play an important role in the development efforts of health sector in Indonesia.

The occurrence of education reform in Indonesia has had a huge impact in various aspects of education in all levels of education, including the development of the institution itself. This is also reflected in the higher education institutions of health personnel in the Ministry of Health of the Republic of Indonesia. Institutions of higher education of health workers is one form of higher education institution which aims to produce professional health workers who have the ability to work independently, able to develop themselves and ethical, in the appropriate amount and type of health care needs.

In Indonesia there are a lot of health education institutions that specifically produce health personnel in various types of expertise in the field of health professions. In this case the health personnel of higher education institutions that are the focus in this discussion is the Higher Education Institutions Health Workers are directly under the Ministry of Health of the Republic of Indonesia. This is true since the Government through Presidential Decree No. 47/2009 dated 03 November 2009 on the Establishment and Organization of State Ministries, changing all forms of Department, Office of the Minister of State and the Office of the Coordinating Minister into the Ministry of State.

Based on the data reported at the Education Center for Health Manpower, it was known that until the beginning of 2001 there were 203 institutions of higher education of health personnel in the form of Academy - the Academy of Health Education Program which held a Diploma in various areas of health professions. With the publication of the decree from then simultaneously institution of higher education of health personnel in the Ministry of Health of the Republic of Indonesia turned into Health Polytechnic of the Ministry of Health. In this context the organizational changes that occur in educational institutions include: change of organizational name, change of organizational form, changes in the organizational structure and organizational management. Associated with the demands of organizational changes that had to be done at all higher education institutions, these all educational institutions thereunder just accept the policy from the top level involved in this organizational change.

Based on data contained in the book of Action Plan of the Agency for Development and Empowerment of Health Human Resources stated that the overall number of higher education institutions of health personnel until the end of December 2005, there were 32 health polytechnics spread in each province throughout Indonesia. In 2008 there was formed another one health polytechnic in Ternate that is known as Health Polytechnic of Ternate. Based on data from information obtained through the website of Ministry of Health that recently the number of higher education institutions of health personnel as the Health Polytechnic of the Ministry of Health are totally 38 institutions conducting diploma program in a various field of health sectors.

Based on preliminary studies that have been conducted at two institutions of higher education of health, there were found some indicators referred to the concept of organizational change. Then the researcher choosed the Health Polytechnic of Surabaya and the Health Polytechnic of Malang as the locations for the research. Every organization was a large institution that was as a result of the formation of new institutions into health polytechnic. These Health Polytechnics are formed from several medical colleges spread across several different areas within the scope of cities and regencies.

First, the Health Polytechnic of Surabaya, which is abbreviated as *Poltekkes Kemenkes Surabaya* stated as the first site of the amalgamation of several higher education of health. Health Polytechnic of Surabaya was the merger of thirteen Health Academies in East Java. This institution was an amalgamation of 4 (four) nursing education institutions comprising Soetomo Nursing Academy, Sutopo Nursing Academy, Sidoarjo Nursing Academy, and Tuban Nursing Academy. Then, the Midwifery Education Program were for three (3) institutions comprising Soetomo

Midwifery Academy, Bangkalan Midwifery Academy, and Magetan Midwifery Academy. This Health Polytechnic was also an amalgamation of two institutions namely the Environmental Health Academy of Surabaya and the Environmental Health Academy of Madiun. In addition, this polytechnic was also the merger of the Health Analyst Academy of Surabaya and the Engineering Electromedic Academy of Surabaya.

Health Polytechnic of Malang which is abbreviated as *Poltekkes Kemenkes Malang* as stated as the second site is the result of a merger of seven Health Academies that are the Nursing Academy of Malang, Nursing Academy of Lawang, Nursing Academy of Blitar, Midwifery Academy of Malang, Midwifery Academy of Kediri, the Nutrition Academy of Malang, Midwifery Academy of Jember. The Central Campus is located in the Ijen Street No. 77 C Malang. In 2007 the organizational structure changed based on the Act of Health Ministry No. 890 of 2007 in which then it consists of 10 Programs, namely: Diploma 3 Nursing Program in Malang, Blitar and Lawang; Diploma 3 Midwifery Program in Malang, Jember and Kediri; Diploma 3 Nutrition Program; Diploma 4 Medical Surgical Nursing Program; Diploma 4 Midwife Educator Program and Diploma 4 Nutrition Program.

Based on the description of the background of the above research, it is known that organizational change is already visible and happening. It can also be used as the basis to indicate the indicator of organizational change occurred in this organization. It means that the previous name and form of the organization changes to be the new one. The institution is a combination of several educational institutions for example from the academy of nursing, the academy of midwifery, academy of nutrition, academy of environmental health, academy of health analyst which later joined and turned into a new institution with new identity namely Health Polytechnic of the Ministry of Health.

Organizational changes that occur in these institutions has taken place for about twelve years since the reformation into health polytechnic. Researcher was interested to explore phenomena that was not only limited to changes that appear to be formal, but researcher also wanted to try to uncover further and deeper on what has been experienced, lived and felt by members of the organization over the years. Members of the organization which later became informants in this study were those persons who have known well and were experiencing the organizational change process. Based on this consideration, it was hoped that it could provide actual responses about what and how they respond to the meaning of organizational changes within this organization.

Related to the purpose of the study, the researcher wanted to get a situation of how the perception of the organization's members to the same context of the organizational change based on management perspective. Researcher chose the management perspective because it was intended to get better understanding and explore the meaning of the focus of research from the perspective of the manager of an organization that was basically also part of the members of the organization itself. With a research emphasis on the management perspective, the results of this study was only as a small portrait which was expected to provide an overview of experience and knowledge related to the organizational changes that occurred within the wider scope of the Higher Education Institutions of Health Personnel in the Ministry of Health of the Republic of Indonesia.

## METHOD

This study used a qualitative approach and it was conducted at two health institutions that were the Health Polytechnic of Surabaya and the Health Polytechnic of Malang. The technique of collecting data was using interviews, observation and documentation study. Researcher observed and directly was involved so that it could be expected to see, to know and to feel as what the

informant's experiences. In other words, the study was conducted in order to gain appreciation and direct engagement in which researcher act as a key instrument. Therefore, the researcher must be able to adapt and do a proper and good interaction with the subject of research as a source of information. The determination of the source data as the key informants conducted by a purposive way, then in obtaining in-depth data was also selected and captured other informants with the snowball technique. The informants in this study were the key persons as managers of an organization such as the director, the vice-director, department chairman, and the head of the study program as well as the manager of supporting unit level. Data were collected through three techniques were organized, interpreted, and analyzed repeatedly through interactive analysis to formulate concepts and abstractions of research findings. Checking the credibility of the data was done by using triangulation, member checking, and extension of the observation time.

## RESULT

**The research findings related to changes in the organizational structure of the higher education of health institution of the first research setting at the Health Polytechnic of Malang are as follows:**

- 1) The occurrence of a change in the organizational structure where the position of the director of the health academy turned into the head of department or head of study program. Furthermore, in the new organization there is only one director polytechnics with three vice-directors, head of department and head of the study program, and head of several supporting units as well as the sub-section of the general academic.
- 2) Changes in organizational structure led to a long and tired bureaucratic system and this is a problem especially for the campus area located far from the central campus where communications are limited and coordination is not optimal.
- 3) In addressing the problem of limited communication and coordination can be done by the following steps:
  - a) Establishing an intensive communication through the use and utilization of technological progress and the information media through a variety of routine activities of the organization.
  - b) Improving coordination in a comprehensive manner with due regard to the applicable rules of the bureaucracy through appropriate measures and in accordance with the circumstances at hand.
  - c) Building communication and coordination between the individual and the unit of work that must be based on mutual basis of open and respectful of all parties concerned.

**The research findings related to changes in the organizational structure of the higher education institution of the second research setting at the Health Polytechnic of Surabaya are as follows:**

- 1) The Formation of a new organizational structure with the development of tasks and functions at the level of directorates, departments, courses to support units.
- 2) The Changes in the organizational structure creating a bureaucratic system which is becoming increasingly long, tired and complex that inhibits communication and coordination between the existing campus, especially for branch campus in the area far from the central campus.
- 3) In order to build communication and improve the coordination, it could be done by utilizing the advances in information and technology. These could minimize the distance barriers between campus to campus and persons to persons.
- 4) Communication and coordination between people in the departments or units could be constructed by holding regular meetings such as meetings and workshops. Then the communication

and coordination must always follow bureaucratic procedures. Even though if it was in circumstance of an emergency situation. It could be anticipated in advance by performing a personal and nonformal communication approach. Besides, communication and coordination among the parties always be done with mutual respect by keeping in mind to the leadership hierarchy.

Based on the exposure data and the findings above, it was further analysed through the process of cross-site data analysis of both research settings. The findings regarding changes to the organizational structure at the first site and the second one has the equation as described below:

1) On the first site considers that there is a change in the organizational structure where the position of the director of the health academy turned into the head of department or head of study program. Furthermore, in the new organization there is only one director polytechnic with three vice-directors, head of department and head of the study program, as well as some heads of supporting units. While on the second site also mentions the same thing that a new organizational structure has been formed with the development of tasks and functions at the level of directorates, departments, and supporting units.

2) On the first site found that changes in the organizational structure led to a long and tired bureaucratic system. This was a problem especially for the campus area located far from the central campus. In the sense that communications were limited and coordination was not optimal. While on the second site was also looking at the same thing, namely a change in the organizational structure creating a bureaucratic system that was becoming increasingly long, tired and complex that inhibited the communication and coordination between the existing campus, especially for campus far from the central campus.

3) On the first site mentioned that to overcome the problem of limited communication and coordination that was by doing the following steps: (a) Establish intensive communication through the use and utilization of advances in technology media and through various routine activities of the organization, (b) Improve the coordination comprehensively with regard to bureaucratic rules that applied through measures appropriate to the circumstances at hand, (c) Communication and coordination were built between the individual and the unit of work must be based on the basis of mutually open and respectful of all parties concerned , While on the second site also described the same thing, namely: (a) In order to build communication and improve the coordination were done by utilizing advances in information and technology to minimize the distance barriers of the campus locations, (b) Communication and coordination must be solid between the individu or between the working unit. It could be constructed by holding intensive and regular meetings such as by doing a workshop, (c) Communication and coordination must always follow bureaucratic procedures which apply even in circumstances of an emergency situation that could be anticipated by performing personal and non-formal approaches. Besides communication and coordination among the parties were always done with mutual respect within the leadership hierarchy.

## DISCUSSION

Based on the research findings mentioned above, the organizational change was related to the formation of a new structure of the organization. Organizational establishment of this health polytechnic institutions merge and transform the academy director becomes the head of study program or the head of department. Those academy directors who become the head of study programs or the head of departments are still managing the assets of goods, people, money, and space.

The decisions at the organizational level, usually taken by senior management. Such decisions often occur in the context of long-term, and they require careful planning implementation.

As examples of such changes can be a structural reorganization measures and organizational responsibilities or total arrangement of the organization or major changes in the objectives of the organization concerned. This is the real situation which happens in higher education institutions of both health polytechnics being studied.

It is described by Wibowo (2008) who also said that the change was a global phenomenon that is irreversible. Some events facing organizations include the restructuring, mergers, divestitures and acquisitions, the decline in employment opportunities and international expansion with the consequences. As changes in the higher education institutions of health personnel in the Ministry of Health of the Republic of Indonesia, which is the academy of health into health polytechnic seen that there has been a change in educational institutions that include the change of name of organization, forms of organization, organizational structure, and organizational management that would have reaching impact on the lives of organizations and members of the organization in it.

Thus, the target or object of a change can be directed to the organizational structure, technology, physical arrangements, processes, people, and culture within an organization. However, the target of these changes generally do not stand alone, but a combination because they might influence each other. Then, it also described by Winardi (2008) who said that the targets for the organizational changes include, for example: human, technology, jobs and work flow, organizational structure, processes, culture, and management.

Things to consider related to changes of the structure of this organization are its associations with the new bureaucratic system prevailing in the organization. This bureaucratic system associated with the rules in the new organizational hierarchy with special emphasis on the research findings of facts on the ground that the considerable distance between the central office of the directorate as the organizer of the entire paperwork that is run centrally and one with the command area as an organizer of the academic campus. This is felt to be its own particular difficulties for others in this area of study program in establishing coordination because it is also hampered by bureaucratic rules that are new to them. This means that with the new bureaucracy rules in the new organization with the name of this health polytechnic then all affairs conducted in phases in accordance with the rules of bureaucracy and based on the structure of the organization. For example from the study program should not be directly dealt to the directorate having to go through the department beforehand.

Furthermore, the findings of the study revealed that organizational changes occur problem related to the issue of limited communication and coordination is not optimal with long and tired bureaucratic system become a bottleneck in the implementation of the organization's activities, especially for the campus area located far from the central campus. Based on the monitoring results and the reality in the field found that the distance of the location or the place is quite far between directorates with the central campus majors and Prodi-study programs is a problem that can cause problems. However, the most basic and most relevant in the context of organizational change in this study is the problem of limited communication and coordination which is not optimal. While the problem the distances between campuses there is a fact geographical conditions can not be avoided and to solve the problem is not necessarily done by shortening the distance with math and can not be done by moving campuses that there is in one place for granted. The most fundamental problem of the organizational changes that occur in health polytechnic in this study are problems associated with communication and coordination.

From the results of field observations indicate that issues related to the coordination between the directorates, departments, courses or units which is not optimal because the barriers are one of the factors campus locations spread far in several different regions. Based on this it can be

understood that if the implementation of tasks and activities in the organization shows that coordination becomes not optimal among units within the whole organization.

Therefore it can be underlined that each member of the organization must be able to coordinate with other sections in accordance with the demands of change itself, which in essence is part of the novelty of new members of the organization that should be accepted as a consequence of the organizational changes that occur. It is also described by King and Anderson (1995) (in Syafaruddin 2008) mentions that in management, changes must be planned, particularly changes to the ways of dealing with environmental organizations and certain parts of the organization dealing with others. Further it is described by Winardi (2009) who says that examples of planned changes for example: the introduction of work-teams; centralized decision-making; new organizational cultures.

Communication and coordination problems are clearly linked to the long bureaucratic system within the campus, especially for areas located far from the central campus. This is very reasonable at all because all of the affairs of the organization's activities is far from the central campus area. The bureaucratic system of polytechnic is centralized into one command and it should be like a top-down system.

Furthermore, the findings of the study revealed that the strategic step in overcoming the limitation in communication and coordination which is not optimal is done by taking the advantage of advances in technology and information media. The managers within the organization should go down to the field as well as through a variety of regular meeting or activities involving the whole staff within the organization. Then by giving an understanding that the organization's activities should still be in accordance with the prevailing bureaucratic procedures, but in certain circumstances it can be anticipated by a personal approach and nonformal procedure.

As for the main targets of a concrete step in this strategy is to conduct an intensive communication on all components to achieve organizational success. In building communication is also seen on the basis of the circumstances at hand. Strengthening communication with facility use advances in communications technology such as mobile or telephone with 24-hour on-call status ready. Then by descending directly to check and re-check to the campus area to conduct training to certain parties. This is done in turns of the element leader or manager of the organization both in the directorate, department or program of study. It is useful so that when there are complaints, then followed up with a system could pick up the ball. So that by taking this action, the purpose of obtaining information, and absorbing aspiration can be done more comprehensively.

In an organization is certainly a lot of organizational problems that occur. It often happens that problems of unknown cause that occurs because sometimes it is not visible on the surface. For the manager of the organization it has become imperative to know clearly the cause of a problem. By doing drop directly to the bottom or to the field to check and re-check with the aim of obtaining information and absorb the aspirations of a more comprehensive manner. With this strategy is expected to detect and obtain information about what is the source of the problem.

Similarly, the coordination of which must always be made through the activities of all units submit monthly reports and accountability and as a manager would have to follow the rules for co-ordination under the coordination to be built up-down to conduct regular meetings. Rochaety et al (2006) explains that one of the facilities on offer advances in information technology in education is the establishment of communication networks between institutions of education to improve the efficiency and effectiveness of communication links in the form of an integral system of three types namely intranet, internet and extranet.

Then linked to long bureaucratic and hierarchical, in this case done by giving understanding to members of the organization to remain through the bureaucratic procedures that

are applied. At the time of an emergency situation and conditions can be anticipated in advance by making a personal approach and nonformal. Hierarchy of attachment between a superior-subordinate with the stages of levels of bureaucracy should be understood as such it is very important that everyone should understand their own responsibility. If there is a problem level in study programs do not directly to the directorate, but try to carry out in accordance with the hierarchy and to appreciate the middle leaders in the study program because they are representative of the directorate. In certain cases exemption can apply as in strategic coordination of emergency may be done but in the bureaucracy must still be done reporting later.

The condition described above is a reality that is associated with the inner workings of the organization prior to the organizational change and also the individual ignorance terhadap new work systems that must be implemented. With the ignorance of the new changes in the way of working towards the implementation of an organization's work makes most people uncomfortable and still want to work the way they had been doing. So with the new working system that became a problem both for the individual, group or unit of work. A problem that is the bottleneck in the implementation of the organization's activities. Change in working practices and management procedures is actually the target of the change itself. It is as disclosed by Winardi (2008) who made targets for the organizational changes include, for example: human, technology, jobs and work flow, organizational structure, processes, culture, and management.

### CONCLUSION

Based on the overall exposure of the data and the results of data analysis on the focus of research, the research conclusion related to the change of organizational culture. It can be said that organizational change can occur as planned and unplanned changes which are related to both sides of the internal and external factors of the organization. In the process of change underway, all parties must always be ready to support and cooperate on the basis of a shared commitment to achieving the goal of change. Socialization activities is one of the decisive steps that must be done on an ongoing basis in the build up communication and coordination between the parties. A massive organizational change has a great influence in many aspects of organizational life.

However, organizational change is a fundamental change in the organizational structure resulted in the addition, or deletion shift level or a certain position within the organizational structure based on the needs and organizational functions. Changes in organizational structure is closely related to a mechanism built into the new system of bureaucratic organization. A good understanding of the individual against bureaucratic system prevailing in the organization strongly supports the achievement of success and goals of organizational change. The factor of communication and coordination which occurs in the interaction between the parties within the organization is an important basis to consider in strengthening the organizational structure and support the management system of the new organization.

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