Glosains: Jurnal Sains Global Indonesia
Volume 7, Issue 3, 1-18
e_ISSN: 2798-4311
https://glosains.staiku.ac.id
DOI: doi.org/10.59784/glosains.v7i3.770

ASN Perceptions and Organizational Framework Model of the Regional Research and Innovation Agency (BRIDA): A Study on Structuring and Formation Processes in Indonesia

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Article Info:

Article history:
Received: Mei 02, 2026
Revised: June 06, 2026
Accepted: June 09, 2026

Keywords:
organization, performance, structuring

Abstract

Background: Despite the mandate of Presidential Regulation No. 78 of 2021, BRIDA establishment remains uneven across regions due to functional crises and limited innovation-support capacity, resulting in gradual implementation at provincial and local government levels.
Objective: This study aims to assess civil servants' (*Aparatur Sipil Negara/ASN*) perceptions of the urgency of *BRIDA*within research organizations and to develop a structured organizational framework for its formation.
Methods: An exploratory sequential mixed-methods approach was used by distributing questionnaires through Google Forms to 67 *ASN* from various local governments. The findings show that 54 respondents (81%) acknowledged the urgency of *BRIDA*, 50 respondents (75%) supported its role in the innovation ecosystem, and 13 respondents (20%) had submitted proposals for *BRIDA* formation.
Results: The formation process remains suboptimal due to incomplete regional participation, limited availability of academic manuscripts, and insufficient support from provincial governments. The recommendations include establishing data collection mechanisms for regions that have not yet implemented *BRIDA*, mapping functional needs, planning innovation programs, improving communication between central and regional governments, establishing discussion forums and laboratories, and conducting public outreach regarding *BRIDA*'s duties and functions.
Conclusion: The majority of *ASN* support the establishment of *BRIDA* to strengthen the regional innovation ecosystem. Nevertheless, several barriers persist, including functional resource crises, insufficient academic manuscripts, and inadequate provincial guidance. The proposed organizational framework incorporates stages ranging from research and development restructuring, proposal preparation, innovation trials, and practical application to monitoring and evaluation mechanisms that ensure effective innovation implementation.

To cite this article: Wahyuni, G. F., Anggraini, Y., & Kartika, R. S. (2026). ASN perceptions and organizational framework model of the Regional Research and Innovation Agency (BRIDA): A study on structuring and formation processes in Indonesia. *Glosains: Jurnal Sains Global Indonesia*, 7(3), 1–18. https://doi.org/10.59784/glosins.v7i3.770

INTRODUCTION

Organizational structuring is a solution to improve the performance of the state civil apparatus, both at the central and regional levels (Sudrajat, 2025). This was reflected in the

mandate of Law Number 11 of 2019 concerning the National System of Science and Technology and Presidential Regulation Number 78 of 2021 concerning the National Research and Innovation Agency (*Badan Riset dan Inovasi Nasional* or BRIN), which required the establishment of the Regional Research and Innovation Agency (*Badan Riset dan Inovasi Daerah* or BRIDA). Basically, BRIDA is a regional apparatus responsible for organizing research, development, assessment, and application (Lubis et al., 2024). Article 66 emphasizes, first, that BRIDA is established by provincial and regency/city regional governments in accordance with the provisions of laws and regulations after receiving consideration from BRIN. Second, the establishment of BRIDA, as referred to in paragraph (1), may be integrated with regional apparatuses that administer local government affairs in the field of regional development planning or with regional apparatuses that administer local government affairs in the field of regional research and development.

The concept of organizational structuring refers to a strategy and implementation process that transforms an organization from its previous form and system into a new form and system by adjusting all derivative elements, including systems, structures, people, and culture (Gosselin, 1997). This process is intended to increase organizational effectiveness in achieving predetermined goals that are aligned with the organization's or company's vision and mission.

BRIDA is a new institutional entity for research and development units. Its establishment provides a more sustainable and well-maintained innovation ecosystem. that BRIDA, as a partner, has an important role in research-based policymaking. BRIDA serves as a regional partner that helps strengthen research-based policymaking, as well as the research and innovation ecosystem, across all levels of government, both central and regional, and within the wider community. Through BRIDA, Handoko explained, regions can convey various problems to BRIN in order to obtain research-based solutions. Conversely, it is also possible to bring various solutions that already exist at the central level and in other regions to help resolve relevant problems in the regions. "Therefore, BRIDA has a strategic task, namely to provide various data and analyses needed to produce policy, so that all policies in the existing regions are based on comprehensive research results".

BRIDA is not merely a change in institutional identity, but is also more visible in its prospects for strictly overseeing innovation. The demand for organizational restructuring into BRIDA is also driven by the dynamics of science and technology, which continue to develop over time. Indonesia occupied the 87th position out of 132 countries in the Global Innovation Index 2021. According to the most recent data, Indonesia ranked 61st out of 132 countries in the Global Innovation Index 2024, reflecting significant progress in the country's innovation ecosystem Dutta (2024), which further reinforces the urgency of BRIDA as a regional-level innovation governance mechanism. This means that, amid increasingly constructive demands, innovation can be relied upon to increase the nation's competitiveness. Therefore, the structuring of BRIDA is not only a response to change but also a means of strengthening the regional innovation ecosystem and addressing the challenges of more dynamic organizational arrangements.

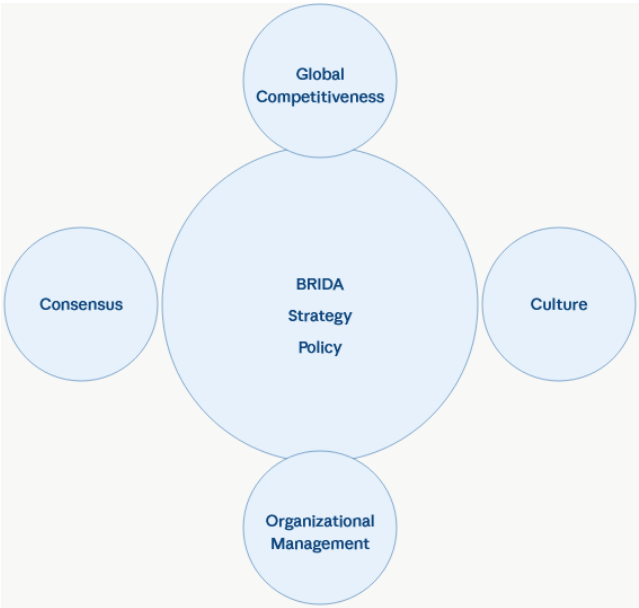


Figure 1. Organizational Structuring Challenges

Regions have greater freedom to develop their innovations with support from BRIDA. BRIDA must also be prepared to place experts or collaborate with BRIN in utilizing the organization's function as a bridge for innovation. As emphasized by Kaplan (1996), organizations have an interest in supporting innovation through the facilitation of infrastructure, including the capacity of human resources within the organization itself, the ability to digitize processes, and the encouragement and empowerment of collaborative agreements. Senge (1990) also explained a similar phenomenon, namely that the facilities provided by an organization are not only tools but also concepts, methods, and complementary innovations. The theorist's statement provides assurance that organizational needs can, at least, be fulfilled through the various conditions described earlier. This indicates that an organization cannot stand alone without its supporting elements.

Concerns and challenges are among the factors that strengthen BRIDA in moving forward, without neglecting its function as an institution that promotes invention and innovation, which needs to be echoed across several regions. Information on BRIDA further provides certainty regarding the strengthening of its research function. It is not merely research, but also a new vehicle for R&D to operate within innovation practices. This function distinguishes BRIDA from conventional R&D functions, as it does not only conduct research but also creates a more extensive innovation climate. BRIDA will generate abundant innovation and invention outcomes for the community. Establishing BRIDA is not merely an obligation but a necessity that affects the progress of regional development based on policy research that strengthens organizational functions.

Since the regulations were issued, several regions have established BRIDA, such as Bali, West Nusa Tenggara, and West Papua. The government continues to encourage the establishment of BRIDA in other regions. The establishment of BRIDA, he continued, aims to encourage regional innovation. This formation is in line with the goal of regional autonomy, namely to achieve public welfare, improve public services, and enhance regional competitiveness. Local governments that do not yet have BRIDA should immediately establish it with the support of Regional Regulations (Perda). that one exit strategy for providing affordable services that can be quickly enjoyed by the community will be more easily realized if facilitated by organizations with structures that are not overly hierarchical and employees who have high responsiveness and innovation. Therefore, through this transition, BRIDA becomes a platform for ASN to hone their competencies, while also recognizing the potential assets that support the implementation of innovation, namely the placement of human resources.

The position of R&D units or units in charge of research and development becomes

problematic when they seek to transition into BRIDA. This condition is motivated, first, by the crisis of functional resources in the regions; second, by budget limitations caused by organizational changes that will alter work structures and the placement of existing human resources; and third, by the need to provide technical human resources capable of mastering innovation. The authority of R&D units or units in charge of research and development will become stronger if they transform into BRIDA. As stated by Eko, as written by the Ministry of Home Affairs, the existence of BRIDA in the regions means that efforts to present research-based policies certainly require the support of many parties, including local governments (Pemda), particularly in relation to the establishment of BRIDA in their respective regions. The current conditions of the R&D institution are:

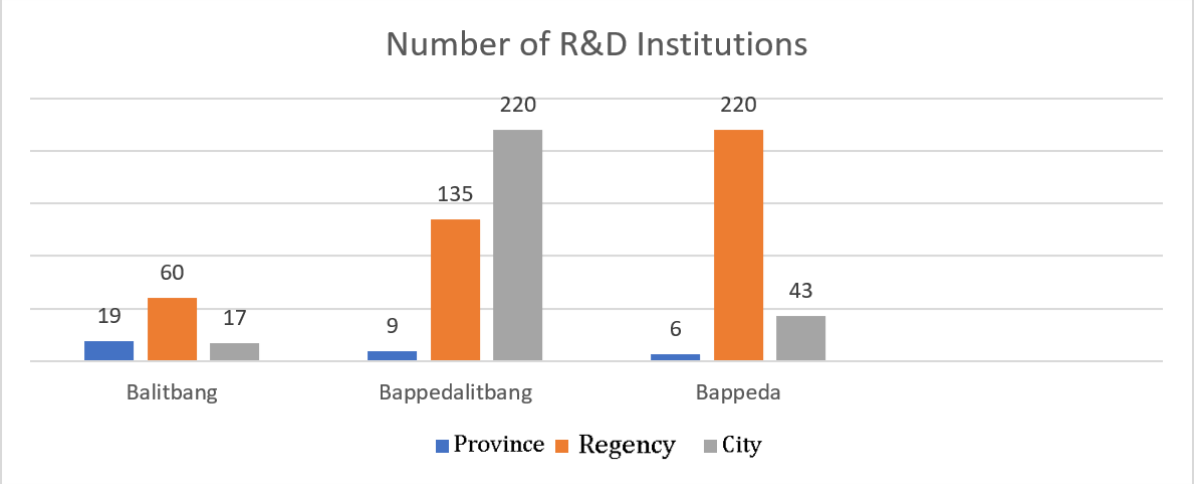


Figure 2. Number of R&D Institutions
Data Source: Regional Research and Innovation Agency Pocket Book, 2022

R&D activities, or units responsible for R&D, have so far focused primarily on research in accordance with the mandate of Minister of Home Affairs Regulation No. 17 of 2016 concerning Guidelines for Research and Development within the Ministry of Home Affairs and Regional Governments. This regulation assigns R&D units an oversight function in carrying out research, development, assessment, application, engineering, operations, policy evaluation, as well as the administration and management of research and development. Referring to this regulation, the R&D function has remained relatively weak, particularly in implementing innovations and inventions. Transforming into BRIDA is expected to strengthen all organizational functions by advancing innovation and invention within an integrated management framework.

This study represents a mapping of ASN perceptions within the scope of R&D institutions or units responsible for R&D in responding to the phenomenon of new organizational changes in regional apparatuses. Regions must adapt not only to regulatory changes but also to research management requirements and the strengthening of technical innovation roles within R&D institutions or units responsible for R&D. Despite certain limitations, regional autonomy provides authorities with flexibility in decision-making, including decisions to transform research organizations into larger institutions with broader scopes covering innovation and invention.

Despite the urgency of BRIDA formation mandated by Presidential Regulation No. 78 of 2021, the existing literature has largely focused on normative policy analysis without empirically examining ASN perceptions or proposing a validated organizational framework applicable to regional governments. This constitutes a significant research gap: the absence of a participatory mixed-method study that integrates frontline ASN perspectives with an actionable BRIDA structuring model. The novelty of this study lies in its development of a systematic BRIDA Organizational Framework Model derived from empirical data collected from ASN practitioners across provincial, regency, and city governments, offering a replicable model for regions preparing to establish BRIDA.

The purpose of this study is to examine ASN perceptions regarding BRIDA as an organizational urgency in regional research governance and to construct a replicable framework

model for BRIDA organizational structuring. This study also maps the preparatory steps for regions that have not yet established BRIDA, providing an evidence-based agenda for innovation-oriented organizational transformation.

The transformation of R&D organizations or units responsible for R&D into BRIDA represents a paradigm shift and an adjustment to the ecosystem of science and technology development. As Tjosvold (1986) states, modern organizations are viewed as units consisting of several interrelated and interdependent elements. Modern organizations combine two organizational theories, namely classical organizational theory and neoclassical organizational theory. Neoclassical organizational theory pays greater attention to organizational members from psychological and social perspectives. The following are the characteristics of modern organizations: (a) organizational system analysis, in which modern organizations emphasize system analysis in addressing various existing problems; therefore, they are often referred to as organizational systems; (b) a clear division of labor and organizational structure; (c) promotion of organizational members based on a system; (d) clear rules; (e) adaptability, meaning that modern organizations can adjust to changes occurring in their environment, enabling them to survive over the long term; and (f) rapid data processing.

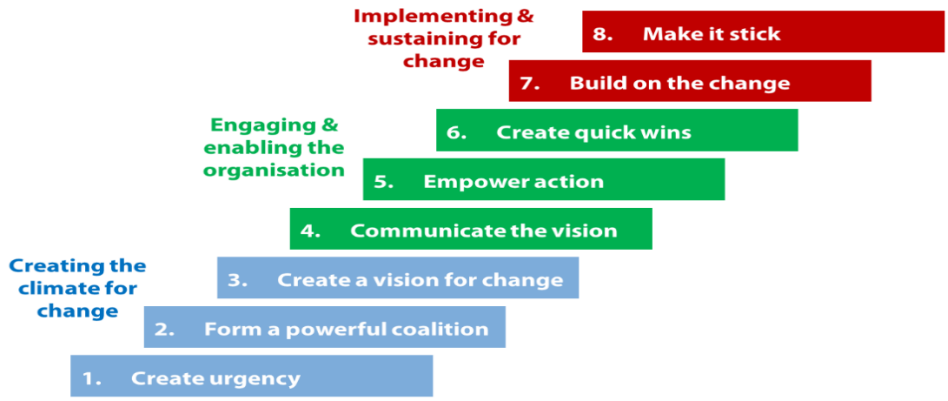


Figure 3. The characteristics of modern organizations

The decision to transfer to BRIDA is described as a form of organizational decision-making aimed at creating a large institution with substantial authority and reliable human resources to concretely drive innovation. Osborne (1997), Kettl (1994), Tapscott (1996), argued that public organizations, including BRIDA, should focus on performance, operate more effectively, demonstrate strong initiative, and increase the accountability of public servants. This is because BRIDA regulates technical and specific matters that require thorough and prudent approaches to solving innovation-related problems.

METHOD

This study used an exploratory sequential mixed-method design, in which quantitative data from a Google Forms questionnaire preceded the qualitative thematic analysis of open-ended responses. This design ensured more accurate and comprehensive data on ASN perceptions of BRIDA formation.

Google Forms was employed as the primary instrument to reach informants across multiple regions. A purposive sampling technique was applied by selecting ASN officials with direct responsibilities related to BRIDA or R&D governance. Respondents were drawn from Balitbangda and Bappeda offices at the provincial, regency, and city levels to address the research problems of this study. A total of 67 respondents, representing approximately a 67% response rate from the contacted units, completed the Google Forms questionnaire. The survey instrument covered seven validated dimensions: (1) regulatory arrangements governing BRIDA formation; (2) human resource provision; (3) literacy of R&D results; (4) utilization of science and technology in regional innovation; (5) regional apparatus budgeting; (6) institutional integration; and (7)

BRIDA concept finalization, including procedures, urgency, management, and impact. The instrument was reviewed by two experts and piloted with five respondents prior to full distribution.

Data collection was conducted through online observation and the distribution of a structured Google Forms questionnaire. Quantitative analysis used descriptive statistics, including frequencies and percentages, presented through pie charts and graphs. Qualitative analysis employed thematic generalization of open-ended responses, in which patterns in ASN perceptions were coded and interpreted to elaborate on the quantitative findings. The sequential integration of both data types ensured triangulation and analytical depth.

RESULTS AND DISCUSSION

Results

The information of the respondents who responded to this study was 67 people with a ratio of 23 women and 44 men, the majority of whom were structural and functional officials dominated by echelon 3 and researchers.

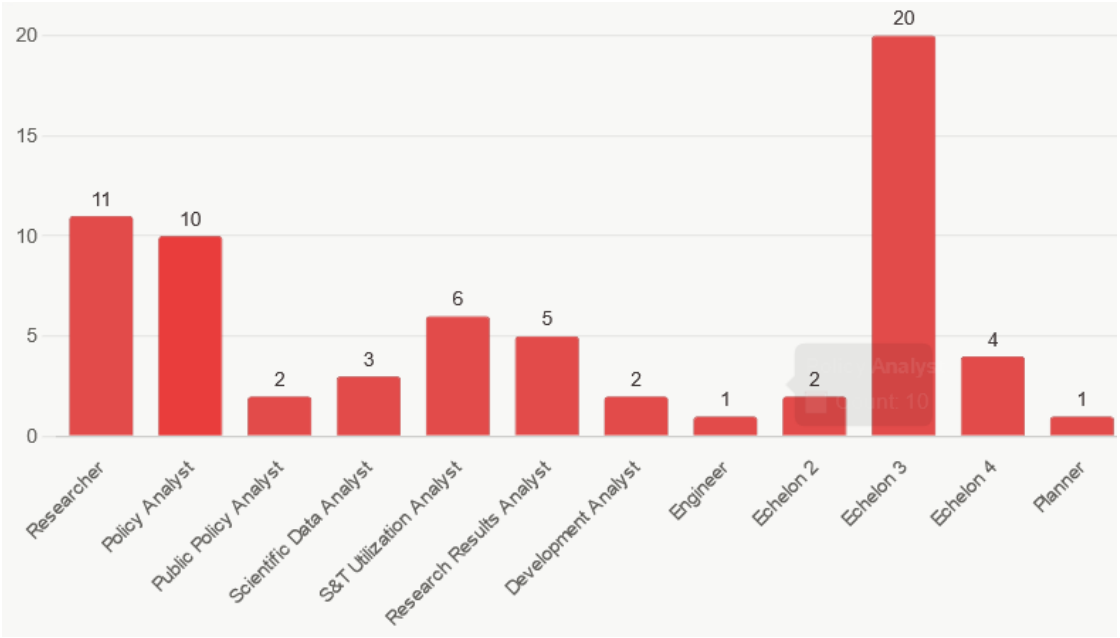
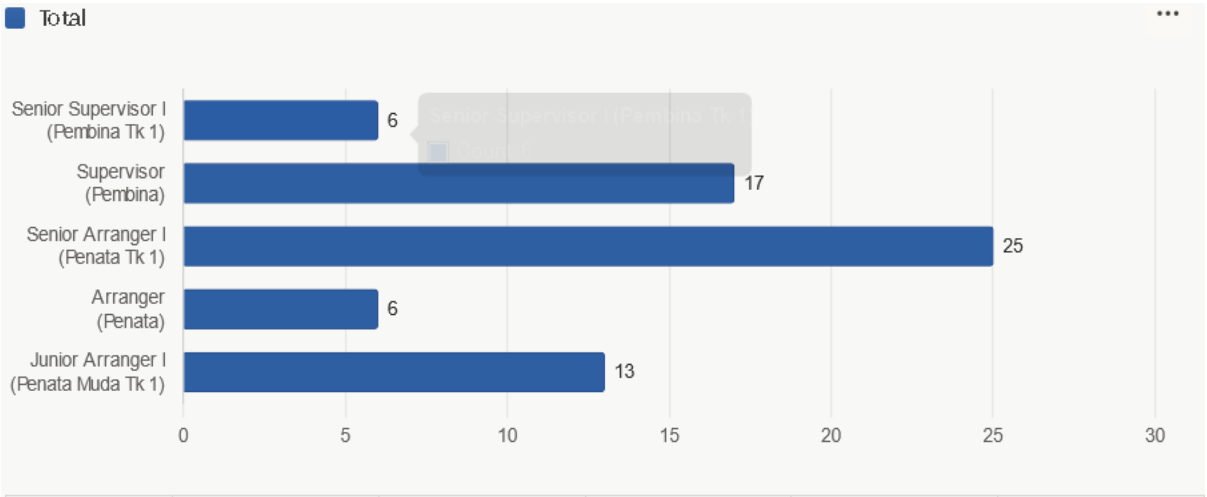


Figure 4. The information of the respondents
Data Source: Field Data, 2022

The preparation of human resources shows that R&D has prepared functional personnel who can support BRIDA activities, including the analysis of science and technology utilization, the analysis of research results, development analysis, and related functions. Staffing arrangements are directed toward functional positions that serve as a key source of support for BRIDA.

The group and rank of respondents were dominated by Level I/III administrators, who act as decision-makers, and supervisors, with approximately 17 respondents completing the distributed Google Form.



	Junior Arranger I (Penata Muda Tk 1)	Arranger (Penata)	Senior Arranger I (Penata Tk 1)	Supervisor (Pembina)	Senior Supervisor I (Pembina Tk 1)
Total	13	6	25	17	6

Figure 5. Distribution of Respondents by Position Group
Data Source: Field Data, 2022

Most informant job positions are in the Regional Development Planning Agency (Bappeda) as many as 21 people and the Research and Development Agency of the Ministry of Home Affairs as many as 19 people.

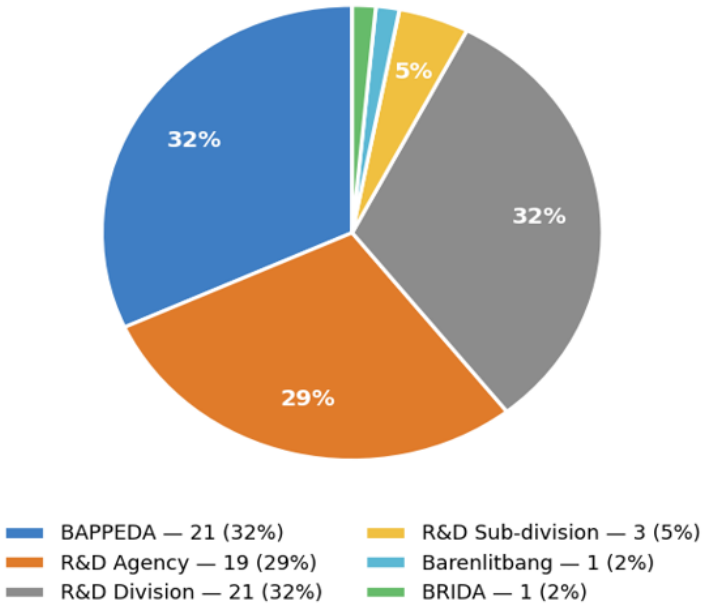


Figure 6. Respondent institution distribution
Data Source: Field Data, 2022

The participation of respondents was dominated by provincial civil servants, comprising 35 respondents (52%), followed by regency/city-level respondents at 9 people (13%). [Clarification needed: The original percentages (66%, 17%) appear inconsistent with the total of 67 respondents and require recalculation by the authors.]

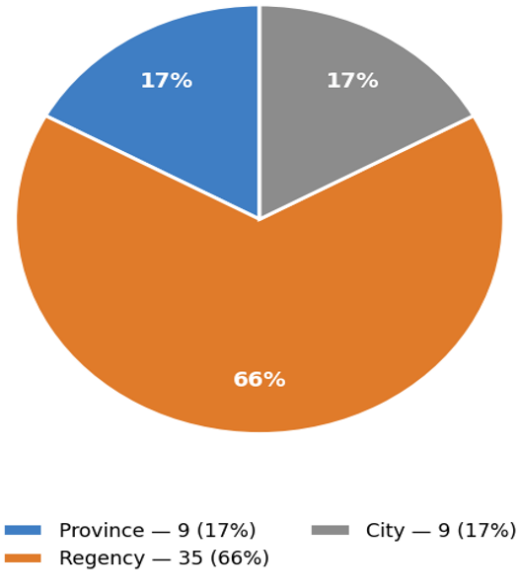


Figure 7. Participation by region type
Data Source: Field Data, 2022

Discussion

BRIDA Formation Opinion

The issue of BRIDA is indeed highly strategic. the Ministry of Home Affairs issued Circular Letter Number 120/5434/SJ. BRIN coordinates this process by preparing letters of consideration for regions that submit proposals. A total of 100 local governments have submitted proposals, consisting of 13 provinces and 87 districts/cities. Meanwhile, 23 local governments, consisting of one province and 22 districts/cities, are still under consideration. During the coaching period, there were 64 regions, consisting of 29 provinces and 35 districts/cities. In addition, 16 provinces are still coordinating.

Public opinion regarding the formation of BRIDA is an important matter that should be made known to the public. It serves not only as the basis for organizational restructuring but also as a commitment to completing BRIDA activities, which include innovation practices and the creation of creative ideas in the regions. This is in line with Senge (1990), who stated that organizations should not only adapt to changing times but also generate new knowledge as a means of education for the younger generation. Further details are presented in the pie chart below:

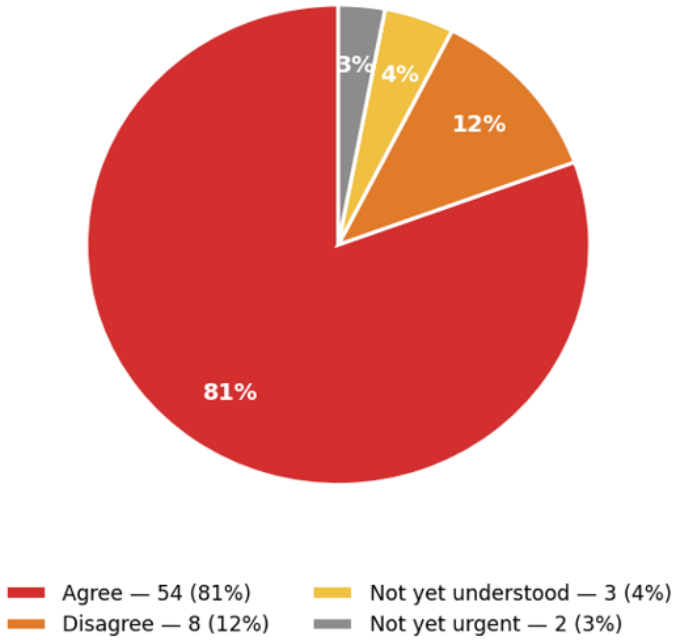


Figure 8. Opinion on BRIDA formation
Data Source: Field Data, 2022

Respondents believe that the arrangement of BRIDA will strengthen regional innovation so that it can be maximized comprehensively. The main objective is to create new patterns or ideas that offer more useful prospects. Under Law Number 18 of 2002, R&D is tasked with organizing the development of human resources, research, development, engineering, innovation, and technology diffusion. In developing regional innovation, regional R&D is responsible for identifying various inventions based on regional potential, so that, ultimately, it can increase regional competitiveness. In carrying out this task, regional R&D is expected to collaborate with research institutions in universities or vertical/national research institutions, whether located within or outside their regions. The current phenomenon shows that technical assistance for innovation remains limited to reporting activities that have been submitted to the Ministry of Home Affairs.

To restore R&D to the philosophy of the law, the condition of R&D has increasingly been proposed to change into BRIDA. In fact, many regions have conducted comparative studies with regions that have already established BRIDA to learn about the processes and mechanisms of BRIDA formation and to motivate R&D institutions to accelerate the establishment and development of BRIDA. For example, in NTB Province, after becoming BRIDA, as stated by the respondents, the institution has carried out highly diverse innovation activities. Even employees in R&D had previously transferred to functional positions before the institution became BRIDA. The respondents' full statements can be seen below:

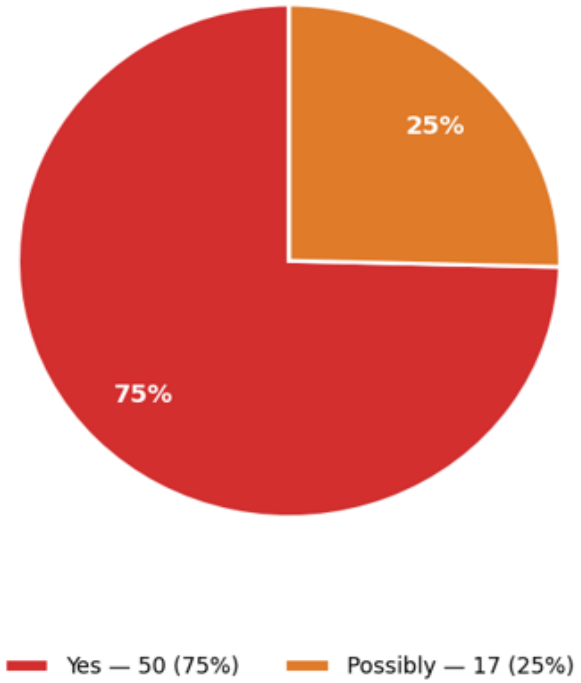


Figure 9. BRIDA support for regional innovation ecosystem
Data Source: Field Data, 2022

As explained in the BRIN Pocket Book (2022), the flow of the process of proposing consideration for the formation of BRIDA is:

Table 1. BRIDA Proposal Mechanism

Regional Head	Head of BRIN
1. Regional Head Letter to the Head of BRIN Regarding the Establishment of BRIDA (Signed and stamped by the regional head and attached with an urgent proposal) 2. The letter was sent to the chairman of the respective DPRD **3.** Specifically for Regencies/Cities, a letter is sent to the Governor as a representative of the central government in the region	1. The Head of BRIN cq Deputy for Regional Research and Innovation gave consideration to the formation of BRIDA 2. The consideration letter shall be sent no later than 15 working days after the letter is received and a copy is submitted to the Minister of Home Affairs cq Director General of Regional Autonomy of the Ministry of Home Affairs

Data Source: Regional Research and Innovation Agency Pocket Book, 2022

Respondents' opinions regarding the urgency proposal as the main requirement for submitting the BRIDA process varied. Some stated that 16 people (24%) had submitted their proposals, 19 people (28%) had not submitted them on the grounds, and 16 people (24%) were still in the process. The urgency of BRIDA is in accordance with the concept of organizational change. Organizational change is a process in which an organization moves from its current state to a desired future state to improve organizational effectiveness. This means that the adjustment of R&D, or units responsible for R&D, represents a form of organizational improvement intended to strengthen institutional functions so that they align with the organization's duties.

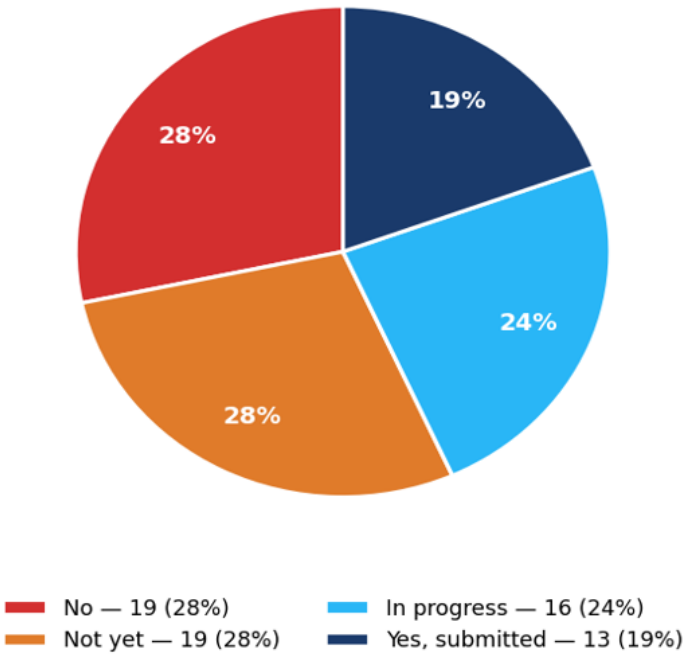


Figure 10. Proposal submission status
Data Source: Field Data, 2022

The obstacles faced by ASN within the scope of Bappeda or Balitbangda in submitting proposals are due to, first, confusion in completing the proposals; second, dependence on the leadership's decision on whether to apply for BRIDA or remain under the old nomenclature; third, delays in completing feasibility considerations, which are not in accordance with the provisions, with some respondents even stating that it takes one month for the letter to be issued by BRIN; and fourth, regulatory uncertainty. The issues explained by the informants represent challenges in preparing proper proposals in accordance with the provisions to minimize the proposal revision process.

The explanation contained in the BRIN pocket book states the requirements for the urgency proposal, namely: explaining the background; describing existing science and technology resources; providing information on fiscal capacity and fiscal independence, including developments over the last five years and conditions in the most recent year; describing the current research and development institutions in accordance with regional regulations; explaining experience in implementing research, development, and innovation programs; explaining the forum of innovation actors in the regions; attaching laws and regulations related to research, development, and innovation in the regions; describing cooperation that has been or is currently being carried out in the context of research and innovation; presenting the institutional plan for the BRIDA to be established, whether as an independent OPD or integrated with Bappeda; explaining the position of BRIDA formation in the regional regulation formation program (PROPEMDA); and including the proposer's contact person.

The carrying capacity of BRIDA's human resources is a critical issue raised in this research. Respondents stated that 30 people, or 50%, were available as human resources to support the implementation of BRIDA. Human resource preparation is necessary to support organizational change, including the equalization of positions from structural to functional positions. The equalization of positions is a breakthrough in the process of simplifying bureaucracy, with the goal of creating a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency in supporting public service performance. the transfer from structural positions to functional positions due to the elimination of echelon III and IV positions in a study at the Regional Civil Service Agency, focusing more on income or position allowances, the results of which had not yet been based on the calculation of position weight.

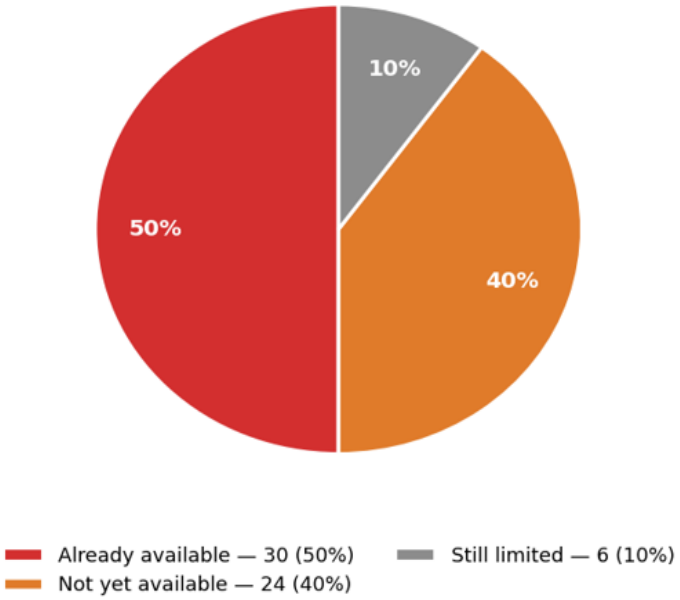


Figure 11. Academic manuscript availability
Data Source: Field Data, 2022

The respondents further explained that the short-term priorities of this study are, first, cooperation with BRIN to prepare the urgency proposal for BRIDA with additional assistance from BRIN; second, compiling a roadmap for the formation of BRIDA; third, compiling a research master plan and collaborating with the central government in mapping functional positions; and fourth, integrating BRIDA into units responsible for R&D or within the scope of echelon 3. The respondents' long-term expectation is to develop innovative research results in a planned manner and record them in the RKPD.

BRIDA Organizational Structure Framework Model

The arrangement of Litbangda into BRIDA involves lengthy stages, in addition to requiring leadership commitment and the ability to understand regional innovations as part of the implementation of duties and functions. strengthening the work capacity of the apparatus is inseparable from the quality of apparatus performance. This is especially relevant when the intensity of research and innovation assistance is entirely new; the challenges become more difficult, and the consequence is that the apparatus must have maximum work capacity.

The challenge for policymakers in the regions is to prepare potential resources that can drive innovation. This is particularly important because regions are rich in social capital and natural resources that will be useless if ignored. BRIDA will later process innovations based on local wisdom. Therefore, with effective innovation processing, it can provide significant benefits to the community. The study by Wijaya (2019) discusses innovation and consistency in improving global competitiveness. Innovation begins with the creation of new ideas, new processes, new products, or improvements to current business conditions. These advantages may include improvements in productivity, efficiency, sales, and employment. Innovation can also pose risks. Therefore, innovation requires management to reduce these risks by consistently supervising innovation activities and processes and ensuring that innovation can succeed. This means that in processing innovation, management must also be considered in order to maximize existing resources and provide substantial value.

The obstacles encountered in the field when the research team conducted interviews were as follows: (1) there is no regulation requiring regions to form BRIDA; (2) the technical arrangements for the formation of BRIDA are still unknown to provinces, regencies, and cities; (3) many provinces have not yet formed BRIDA, making it difficult for regencies and cities to move forward; (4) there is a lack of BRIDA education provided by BRIN; (5) special time allocation is required to prepare BRIDA proposals, both in terms of proposal preparation and the preparation of academic manuscripts for BRIDA regulations; and (6) many Litbangda units or units responsible for R&D still operate as single actors in addressing the functional crisis of researchers.

The organizational changes mandated in the Presidential Regulation are a form of service quality improvement aimed at strengthening bureaucratic reform, including service quality and human resource improvement. Widyatmoko (2020) stated that many aspects still need improvement within the scope of the eight areas of change, especially leadership and management, which need to strengthen character formation and attention to human resource professionalism, accompanied by a renewal of mindset in accordance with the ideals of bureaucratic reform. In line with this development, many previous researchers have stated that the bureaucratic reform carried out by the government has been positive, but many problems remain in the reform process (Yusriadi, 2018; Habibi, 2020).

The implementation of BRIDA in several provinces has become an adjustment of work patterns and an understanding of technical duties and functions. As the results of the study indicate, organizational change can lead to the emergence of a good governance model, including accountability, legal authority, conducive politics, a corruption control system, regulatory control, and real government effectiveness (Grindle, 2017). The most important emphasis is that BRIDA serves as an entry point, and innovation processing becomes more directed through the concept of novelty, in line with Government Regulation No. 38 of 2017 concerning Regional Innovation.

Although it originates from regional needs and problems, regional innovation is a form of acceleration for development. Moreover, the era of regional autonomy gives each region the opportunity to manage its own uniqueness. It is undeniable that a research study conducted by Radiansyah (2020) found that the practice of regional autonomy, although widely promoted in each region, has not, in reality, shown signs of optimal implementation. From a legal perspective, Rakasiwi (2021) argued that bureaucratic reform is still needed in terms of substance, namely efforts to reform nomenclature, structure, culture, and the addition of human resources based on competence.

The renewal of nomenclature, which is being discussed in relation to the role of BRIDA, indicates that BRIDA is developing because of the need to strengthen the innovation ecosystem and control development so that it becomes more directed and systematic by exploring innovative ideas in various aspects through the role of BRIDA in maintaining innovation and invention. The obstacles in Indonesia include a lack of political will, weak state capacity, and structural inadequacy, which are the main obstacles to the implementation of reform. In particular, constraints that manifest in the economy include barriers to implementing market-oriented reforms (Brinkerhoff & Brinkerhoff, 2015).

Cooperation and collaboration remain limited, both among researchers and between institutions. If the institution becomes BRIDA, R&D units will be more aggressive in collaborating and innovating across OPDs. This is because R&D is given the authority to process and regulate the innovations it reports. The integrated process becomes stronger by providing opportunities for R&D to act as a think tank that formulates concepts and regulates the practitioners involved. It is also possible to create an innovation laboratory for developing innovation within its scope, while still involving the technical OPD that previously supervised innovation. R&D or similar units will mature the concept of innovation by considering the essence of its usefulness. This is also an important consideration in regional innovation reporting, which accommodates indicators of innovation impact.

The research experience of this study also found that, first, most respondents were highly supportive of BRIDA; second, BRIDA, as a counterpart of BRIN, had not yet received optimal education from BRIN regarding its urgency for provincial, regency, and city governments. This is the responsibility of BRIN as a technical coach in accordance with Government Regulation Number 12 of 2017 concerning Guidance and Supervision. Third, some regions have not yet carried out human resource arrangements, even though functional human resources are already available, such as functional researchers, functional analysts for science and technology utilization, and others. Fourth, many regions still do not have academic manuscripts for the formation of BRIDA. Fifth, the provincial government has not yet instructed the establishment of BRIDA, followed by regencies and cities that have not implemented BRIDA.

BRIDA is no longer unfamiliar, but confusion remains among related OPDs in understanding its duties and functions. Ambiguity and confusion still exist in driving innovation

amid various limitations. The analysis conducted by the Strategic Policy Agency of the Ministry of Home Affairs during the Focus Group Discussion stated that nomenclature was adjusted to Government Regulation No. 18 of 2016 concerning regional apparatus. The government has stipulated Government Regulation Number 18 of 2016 concerning Regional Apparatus (PP Perangkat Daerah), which mandates regions, including provinces, regencies, and cities, to immediately form regional apparatus organizations based on the division of concurrent government affairs regulated in Law Number 23 of 2014 concerning Regional Government (UU Pemda). This government regulation serves as a guide for regions in forming OPDs based on a calculation scale.

Before deciding to transition to BRIDA, Robbins (2007) stated that what managers need to highlight when designing an organizational structure includes the following. First, work specialization explains the division of labor and the role of activities within the agency, especially the role of functional positions within the BRIDA agency. For example, a Functional Analyst for Science and Technology Utilization must be guided and formulated in improving functional quality. So far, ASN personnel have been positioned to be ready to be placed anywhere, so functional position selection has not always been based on individual preference or competency alignment. Second, departmentalization is the process of dividing work activities so that similar and interconnected activities can be carried out by the same organizational unit. The five main forms of departmentalization are: (1) functional, namely the grouping of work based on the functions performed. For example, an Agricultural Science and Technology Utilization Analyst will perform functions related to exploring the agricultural sector, and so on; (2) product, namely grouping based on product lines; (3) geographical, namely the grouping of jobs based on geography; (4) process, namely the grouping of work based on products or customer flows, which is based on proposed needs according to agreement so that existing innovations can be handled by experts; and (5) customer, namely the grouping of work based on the type of customer and their needs, emphasizing specialization according to the needs and problems faced. Third, the chain of command is a top-down command structure. With the centralization of innovation and invention in R&D or similar units, monitoring and evaluation become easier. BRIDA opens opportunities to monitor higher-level directives, especially in developing innovations and inventions on a macro basis. Fourth, centralization positions innovation and invention at a more structured stage by placing them centrally within R&D as an agency with the authority to transform into BRIDA.

Considering the urgency of BRIDA, regions should be given sufficient time to form regional apparatus. Regions are given time until there is a Constitutional Court decision related to the judicial review of the Regional Government Law and the complete implementation of the Regional Government Law. The judicial review decision became the basis for the formation of regional apparatus. Respondents also stated that after the proposal was considered and received a response from the BRIN team, they also had to submit regulations or academic manuscripts related to BRIDA. The time required to propose the change to the BRIDA nomenclature is not short, and this process may involve lengthy debate in the preparation of BRIDA academic manuscripts.

The arrangement of BRIDA is basically motivated by the organization's desire to improve services, especially in the development of innovation. In line with Posumah (2019), the organizational arrangement of regional apparatus is principally intended to create or realize an effective regional apparatus organization in accordance with the needs and capabilities of each region.

The process of forming BRIDA is carried out in line with the concept of organizational structuring, as expressed (Bagni et al., 2025). In essence, organizational structuring from current conditions to expected conditions requires various approaches, including organizational restructuring and changes in work culture. The structuring of the BRIDA organizational structure is based on the scale of needs, environmental adaptation, technological adjustment, and the creation of a modern organization with an advanced mindset and the courage to face the challenges of globalization. The reason BRIDA has been promoted in several regions is that it is considered important because there is an organizational restructuring process that can be observed in the image below:

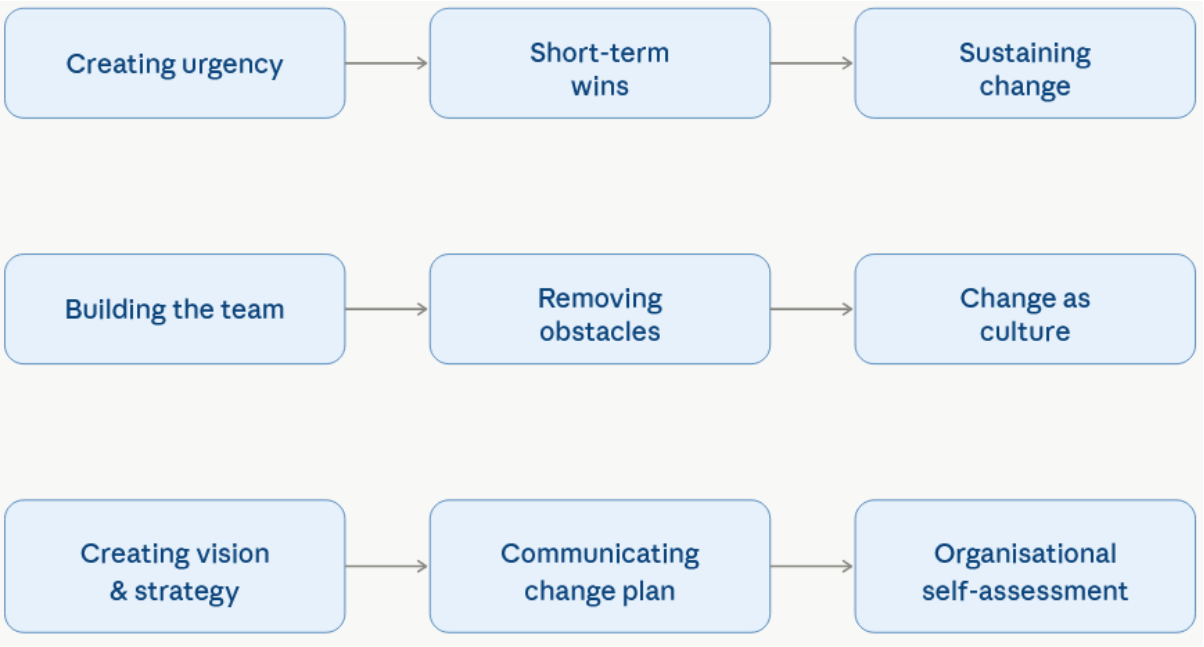


Figure 12. BRIDA Organizational Structure

The organizational arrangement carried out through the transformation into BRIDA is essentially an effort to strengthen the policy framework. Organizational strengthening is a form of institutional improvement that begins with preparing complete administrative requirements and ensuring the readiness of the personnel involved. After the transition to BRIDA, several actions must be undertaken, including conducting a systematic innovation clinical process that is implemented continuously through monitoring and evaluation as a step toward improving the innovation ecosystem. This is highly relevant considering that, before Presidential Regulation Number 78 of 2021 was issued, innovation was under the responsibility of technical OPDs. For example, health innovation was handled by the Health Office, environmental innovation was managed by the Environmental Office, and so forth.

This condition became problematic when provisions required innovation to fall under the responsibility of research and development agencies or units in charge of research and development. From beginning to end, research and development agencies are responsible for regulating the progress of innovation. Consequently, research and development institutions must restructure their mechanisms and work patterns, including the personnel involved. This process certainly requires experienced functional personnel who understand innovation itself. However, this situation has left many research and development institutions unprepared because of their limited capacity to provide reliable personnel.

Organizational structuring not only requires budget preparation but also the establishment of professional work patterns. Moreover, the demand for innovation is time-sensitive; ideas that emerge today must also be addressed through immediate activities. If this process is carried out properly, the creation of an innovation ecosystem will be easier to achieve. Strengthening the innovation ecosystem means making changes that can eliminate obstacles in the field, especially in developing innovative ideas that facilitate more systematic and well-organized institutional arrangements.

BRIDA, which has become a concern in some regions, remains a relatively new concept that must be studied in detail. The study team seeks to accelerate the development of BRIDA without disregarding the applicable provisions recorded in the framework of the BRIDA formation model, namely:

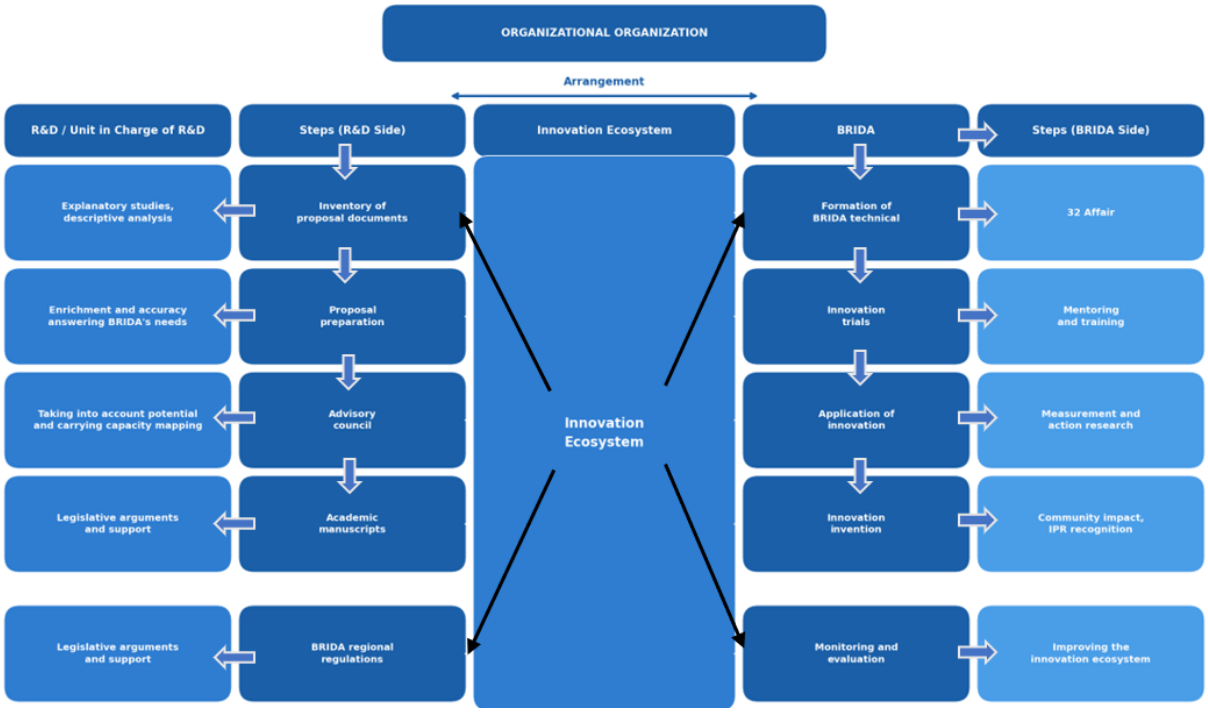


Figure 13. Brida Organizational Framework Model

CONCLUSION

This study examined ASN perceptions of BRIDA as a matter of strategic organizational urgency and constructed a replicable BRIDA Organizational Framework Model. Using an exploratory sequential mixed-methods approach with 67 ASN respondents from provincial, regency, and city governments, the study found that most respondents (81%, n = 54) strongly supported BRIDA formation as a necessary step to strengthen the regional research and innovation ecosystem. The study confirms that organizational restructuring from R&D units into BRIDA is driven by the need to overcome the limitations of conventional research functions and establish a more comprehensive innovation governance apparatus aligned with Presidential Regulation No. 78 of 2021.

Despite strong aspirations, significant structural barriers persist, including the shortage of qualified functional human resources in the regions, the absence of academic manuscripts required for BRIDA formation, inadequate guidance from provincial governments, and limited understanding of BRIDA formation procedures among regional ASN. The BRIDA Organizational Framework Model developed in this study provides a systematic, stage-based pathway encompassing explanatory studies, proposal preparation, innovation trials, mentoring and training, measurement and action research, application of innovations, and monitoring and evaluation. This framework constitutes the primary novelty of the research and offers actionable guidance for regions at various stages of BRIDA preparation.

Based on the findings of the study, several suggestions can be proposed. First, a proactive assistance system should be implemented by both BRIN and provincial governments to provide comprehensive support for BRIDA structuring, including proposal preparation and the development of academic manuscripts. Second, regions should map the scale of functional human resource needs by considering budget availability and competency screening. Third, careful innovation planning should be prepared by identifying community needs and evaluating the impact of innovations that have previously been implemented as an entry point for developing an innovation strategy. Fourth, comparative studies should be conducted with regions that have already formed BRIDA to obtain comparative insights regarding human resource preparation and the development of an innovation ecosystem. Fifth, BRIDA structuring should be communicated effectively to the community as the initiator of regional innovation to encourage community ideas and support the development of sustainable innovations. Sixth, innovation clinics or similar mechanisms should be established to support the realization of innovation. Seventh, organizational structuring should lead to the formation of an innovation culture, as this can

inspire bureaucratic reform and improve the mindset of public apparatuses from less innovative to more innovative. Eighth, BRIDA, as an adaptive organization, should open opportunities for innovation initiators and provide maximum discussion space to accelerate innovation by: (a) creating small groups focused on related innovations to share ideas and innovation methods; (b) preparing innovation trials at both micro and macro scales; (c) providing spaces for innovation dissemination; and (d) encouraging the courage to try new approaches.

The limitations of this study include: (1) the use of purposive sampling, which limits generalizability to all Indonesian regions; (2) reliance on self-reported survey data, which introduces potential response bias; (3) the cross-sectional design, which captures perceptions at a single point in time; and (4) the fact that the organizational framework model has not yet been empirically validated through longitudinal implementation assessment. Future research should employ stratified random sampling across all 34 provinces, conduct longitudinal studies that track BRIDA formation outcomes over time, and test the proposed organizational framework in multiple regional contexts to assess its transferability and effectiveness. Theoretically, this study contributes to organizational change theory by providing an empirical case of structured public sector transformation in a developing-country context. In terms of policy implications, the findings recommend that BRIN and the Ministry of Home Affairs intensify the proactive assistance mechanism for regions preparing to form BRIDA, establish standardized academic manuscript templates, and create a centralized BRIDA formation monitoring system to track progress across all provinces and districts.

ACKNOWLEDGEMENT

We sincerely thank all respondents, stakeholders, and institutions who contributed to this study, particularly BRIN, local governments, and research teams, for their guidance, data access, and knowledge sharing, which were essential for completing the BRIDA research.

AUTHOR CONTRIBUTION STATEMENT

All authors contributed substantially: Wahyuni led conceptualization and project coordination; Guntur Fernanto handled data collection and analysis; Yusniah Anggraini managed literature review and qualitative coding; Ray Septianis Kartika conducted drafting and editing. All approved the final manuscript and are accountable for its integrity.

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